CANADIAN URBAN INSTITUTE

Housing Intensification:

Policies, Constraints, and Options

Urban Focus Series 90-6

Housing Intensification:

Policies, Constraints, and Options

92-05689/

© Canadian Urban Institute, 1991

ISSN: 1183-2304 ISBN: 1-895446-10-4

90-6 Housing Intensification: Policies, Constraints, and Options

Prepared for the Canadian Construction Research Board as a background paper for a charrette held in December 1990.

Project Manager: Gillian Mason

Research Coordinator: Engin Isin

Research Assistants: Martin Luymes, Bushra Junaid, Deborah Hierlihy

Canadian Cataloguing in Publication Data

Main Entry under title:

Housing Intensification: Policies, Constraints, and Options

(Urban Focus Series ; 90-6)
Includes bibliographical references.
ISBN 1-895446-10-4

1. Housing Policy - Ontario - Toronto. 2. Housing Policy - Canada. 3. Housing Development - Ontario - Toronto. 4. Housing Development - Canada. 5. Toronto (Ontario) - Population Density. 6. Canada - Population Density. I. Canadian Urban Institute. II. Series.

HD7305.T68H68 1991 363.5'09713'541 C91-093635-8

TABLE OF CONTENTS

Introduction	**1**
About the Charrette	1
Purpose of the Charrette	1
Focus of the Charrette	1
About this Report	1
About the Charrette Report	2
1. What is Housing Intensification?	**2**
2. Why Housing Intensification?	**3**
Housing Another Two Million in the GTA by 2020	4
Creates Potential for Affordable Housing and More use of Existing Human Services	5
Public Economic Benefits	6
Reduces Automobile Dependence	7
3. A National and International Perspective	**8**
Canadian Urban Regions Facing Similar Challenges	8
Urban Regions around the World 'Reurbanizing'	10
4. Government Policy Directions Affecting the GTA	**12**
CMHC, FCM, CHRA and CHBA Cooperating	12
Ontario Active in the 1980s	13
Municipal Innovations and Responses	18
5. Constraints on Housing Intensification	**20**
Public Continues to Oppose Housing Intensification	21
Planning Concerns about the Implications of Intensification	23
6. Challenges of Housing Intensification	**24**
Municipalities Must Streamline Planning and Approval Process	24
Housing Industry in Transition	24
Planning and Design Professions Must be Innovative	26
Nonprofit Sector Needs Support	26
Public Needs Convincing	26
Conclusion	**27**
Notes	**28**

Appendix A: Terms of Reference for Charrette Teams 32
Policy Team 32
Large Site Team 34
Mall Team 34

Appendix B: Site Profiles 36
Greenwood Raceway 36
Pickering Town Centre 41
Downsview Plaza, North York 43

Appendix C: Charrette Participants 46
Policy Team 46
Large Site Team 48
Mall Team 50

Appendix D: IBI Comparison Measures Table 51

Bibliography 52

Introduction

About the Charrette

A charrette on housing intensification is being organized by the Canadian Urban Institute as part of the Sixth Canadian Construction Congress to be held in Toronto on December 4-7, 1990. The charrette is sponsored by the Canadian Construction Research Board.

Purpose of the Charrette

The purpose of the charrette is to inform Congress participants and others about the policies, issues and options for the intensification of residential densities in the Greater Toronto Area (GTA), and in particular, the implications of intensification for the construction industry. The charrette will also generate specific redevelopment proposals for selected sites within the Greater Toronto Area.

The charrette will bring together experts in the housing field who will be divided into three teams: a policy team, a mall team, and a large site team. Terms of reference for these teams and detailed information about the sites on which small and large site teams will be focusing are presented in Appendixes A and B.

Focus of the Charrette

The charrette complements the ongoing debate on housing intensification by:

- emphasizing the specific challenges that the construction industry faces with respect to housing intensification;
- considering redevelopment alternatives on relatively large sites rather than conversions or infills, which have been the predominant focus of discussions until now; and
- focusing on housing intensification on a regional scale (government policies to control sprawl, energy and environmental conservation, shifting policies toward public transportation) as well as on the local municipal scale.

About this Report

The purpose of this report is to provide some background on housing intensification issues for the Charrette participants. The report aims to establish a framework for discussion on housing intensification with a focus on policies, constraints, and challenges. The report has six main sections.

Section 1 defines housing intensification. Section 2 outlines the rationale behind housing intensification as an urban policy direction by sketching out the demographic, environmental, economic, and social contexts in which housing intensification has become a policy concern.

Section 3 provides a national and international perspective on housing intensification by briefly discussing urban regions comparable to the GTA. Section 4 highlights the policies of the different levels of government that affect the GTA. Section 5 considers some important constraints on housing intensification from the public and planning points of view. Section 6 highlights challenges that housing intensification may create for the public, for the construction industry, for the non-profit sector, and for the planning and design professions.

About the Charrette Report

Following the charrette, the Canadian Urban Institute will release a report outlining the main findings of the charrette.

1. What is Housing Intensification?

For the purposes of the charrette, housing intensification is defined as *residential development of a site at a density that is substantially higher (i.e., high enough to support public transportation) than previously existed or designated for that kind of site.*

Although occasionally used in the 1970s, along with other terms such as 'rehabilitation', 'revitalization' and 'renovation', the term 'housing intensification' entered the vocabulary of policy, planning and development only in the 1980s. However, it has been used as an overarching term to describe various *forms* that are used to increase the number of housing units in a community. These forms of intensifying housing land-use typically include the following:

Conversion: increasing the number of households that can be accommodated in existing detached or semi-detached single-family dwellings through renovation and/or additions.[1]

Infill: the construction of new housing within existing serviced residential areas on vacant or underutilized sites, in a form which is physically integrated with the surrounding neighborhood.[2]

Redevelopment: the creation of new housing units through the redevelopment of currently underutilized sites (whose uses may be obsolete) in already built-up and serviced districts.

Adaptive Reuse: the construction of new housing within sites that may be originally designated for non-residential uses, and which now can incorporate residential development.[3]

Suburban Densification: increasing densities in new subdivisions through subdivision control to encourage smaller lot sizes.

Throughout this report, housing intensification will be used to refer to all these forms. However, when a discussion applies only to a particular form of housing intensification, the terms described above will be used.

2. Why Housing Intensification?

In the early part of the 1980s, a number of Canadian studies were initiated to address the feasibility of meeting future housing needs through more intensified residential growth. Several factors precipitated this concern:[4]

- the need for more and smaller rental and housing units in response to population growth and an overall decline in household size and increase in household types;
- the recognition of the relationship between energy conservation and housing density;[5]
- the recognition that affordability was becoming a major problem in particularly large urban areas and that intensified housing land use lowered per unit costs;[6]
- the recognition of the enormous capital investment that went into the existing housing stock which could be intensified through conversion of single-family units into multiple-unit houses;
- the prospect of prolonged fiscal austerity on the part of all levels of government, and the concomitant reduction in government-initiated housing, and;
- the increasing political, social and economic difficulties of providing new housing through large scale development or 'renewal'.

As we can see, most of these early concerns were focused on conversion and infill forms of housing intensification.

All these factors pointed to a need to develop an alternative and innovative mode of housing supply in urban areas in Ontario and Canada.[7] As a result, throughout the 1980s, numerous government and consultant documents, policy statements, and planning initiatives on housing intensification were generated. These studies, however, were not conducted

within a general urban and regional policy framework; they were responses to concerns about specific housing issues.

By 1990, however, a consensus began to emerge among professionals, policymakers and academics that housing intensification, particularly in an urban region such as the GTA, has the potential to meet the following urban and regional policy objectives:

- *social* objectives by encouraging affordable housing through lower per-unit costs and improved access to community amenities;
- *economic* objectives of lower infrastructure costs per new housing unit and more efficient use of services; and
- *environmental* objectives by increasing the feasibility of public transit by reducing automobile dependence.

The thrust of urban and regional policy that has been emerging is a response to regional issues of planning and growth. Housing intensification is considered as a policy priority to meet these regional planning objectives. Thus, the emerging policy on housing intensification can be expected to have an impact on overall housing production and distribution in the GTA. As we shall see in Section 4, all levels of governments are currently active in the GTA in addressing housing intensification within a broad regional framework.

The remainder of this section will outline major demographic changes and the social, economic and environmental considerations that are favoring housing intensification as a regional policy priority.

2.1. Housing Another 2 Million in the GTA by 2020

Demographic changes in the Greater Toronto Area parallel the demographic changes in Ontario and Canada that have been documented extensively.[8] The most relevant of these changes for housing policy are declining household size and the increasing number of household types, particularly in metropolitan areas.

For the past fifty years, the GTA has been the fastest growing urban region in Canada. During this time, the population has increased from just one million persons to four million. In 1940, Toronto was a regional centre accounting for about 8 percent of Canada's population largely contained within the boundaries of the City of Toronto. Today, the urbanized area of the GTA stretches from Burlington to Oshawa and north to Newmarket, accounting for about 15 percent of Canada's population. However, this urbanized area is six times larger than in 1945. In other words, since the

1940s urban growth in the GTA has been occurring on a regional scale in the form of a low-density development.

GTA Population Will Grow

Population projections released by the Ontario Ministry of Treasury and Economics suggest that by 2011, with some policy reorientation (which will be discussed in Section 4), Metropolitan Toronto may grow by 300,000 persons, while the four surrounding regions may increase by about 1.2 million.[9] By 2020, the population of the GTA is expected to reach 6 million, an addition of 2 million to its current population.[10]

Households Will Decline in Size and Diversify in Type

Although the likely regional distribution of this additional 2 million people is a matter of debate (as discussed in Section 4), it is widely agreed that its composition — household size, diversity and age structure — will be markedly different from that of the population that was added between 1940 and 1990.[11]

To begin with, the traditional family unit has quite dramatically changed in the GTA in the last two decades. In 1986, average household size in Metropolitan Toronto was 2.6 persons and in the surrounding regions it was 3.1 persons. Decreased fertility rates and the increasing independence of seniors, will continue to result in smaller household sizes. Statistics Canada projects that household size is likely to decline to 2.4 and 2.7 respectively by 2011, thereby increasing the demand for housing units beyond what used to be required to accommodate similar population growth.

Further, the diversity of households is also increasing: the divorce rate is high and increasing; and single-mother households are increasing.[12]

The housing supply has been dominated by single-family detached units particularly in the last fifteen years, while the demand has been increasing for smaller residential units.[13] Since the trend towards smaller and more diverse households is expected to continue, the challenge of housing the additional 2 million by 2020 cannot be met with suburban development that has been experienced in the GTA since the 1970s.

2.2. Creates Potential for Affordable Housing and More Efficient use of Existing Human Services

Housing intensification, by reducing per unit housing costs, may significantly contribute toward affordable housing. It also may allow a more equitable and efficient use of existing human services such as community-based health and social services and schools.

There are also other social benefits of housing intensification that include the following:

- there are growing frustrations and pressures on commuting as urban life becomes characterized by longer and longer distances, traffic congestion and parking problems;

- there is growing concern about the impossibility of bicycling and walking because of sheer distances involved in travel;

- a large proportion of disadvantaged people (disabled, poor, single-parents) do not own automobiles, which creates a problem of equity of access to the city and its services by disadvantaged people; and,

- sprawl is contributing to the loss of human vitality, intimacy and neighbourliness of the urban region, which is compounded by the lack of mixing between houses, shops and other vital urban activities.

In sum, intensification of housing and the proper mixing of housing with other urban activities, combined with creative and imaginative urban design, can substantially contribute toward a more equitable and livable urban life in the Greater Toronto Area.

2.3. Public Economic Benefits

There are economic considerations that strengthen arguments for housing intensification. From the public policy point of view, housing intensification may reduce the public cost of urban redevelopment in following ways:

- public cost of urban development increases as new roads, sewers, schools, community centers, and transit services are built (or even duplicated) further from the city centre;[14]

- a more compact GTA may lessen transportation-related inflation and balance of payment problems from imported oil;[15]

- housing intensification, by reducing automobile dependence, may lessen the vulnerability of the GTA to oil supply disruptions; and,

- some studies have found that the overall economics of infill housing and conversion are favorable to municipalities.[16] Housing intensification is unlikely to cost municipalities any more than new suburban development, even given the grants and levies that municipalities currently receive to offset the costs of suburban development.[17]

These considerations strengthen the policy thrust that a more compact urban region is more desirable than dispersal of the population in a low-density form of urban development.[18]

2.4. Reduces Automobile Dependence

While there is general acceptance of the potential social and economic benefits of housing intensification, its environmental benefits have been appreciated more recently. One reason for this is a shift toward addressing housing intensification within a regional policy framework mentioned earlier in the section. The following are some of the main environmental benefits of housing intensification, particularly within a regional policy framework:

- housing intensification has the potential to reduce automobile dependency: fewer people would need to own and use cars in dense urban areas and the cars used would be, on average, smaller. This may result in less energy use, less air pollution, and a smaller contribution to acid precipitation and global warming;

- housing intensification may make possible more energy-efficient modes of transportation, such as rail and bus. These modes of transportation are also more efficient than automobiles in terms of land utilized per passenger mile. Automobiles use 30 to 60 percent of the land within urban regions (for roads, parking, repair, sales). Reductions in automobile use would allow for a simultaneous increase in density and enhanced public, open, and green space within urban regions. A more compact urban region means shorter distances travelled and thereby a more overall energy-efficient system;

- a more compact urban region may reduce the costs of recycling and reuse, as well as collection of waste because of shortened transport distances;

- lower average per household residential space may result in less demand for materials used for constructing residential neighbourhoods; and,

- lower average per capita residential space implies less household energy use per person: multiple dwelling units can be heated or cooled using less energy per unit of area, because there are fewer exterior walls per unit of floor space.

Overall, housing intensification may contribute to a substantial reduction of gasoline emissions by reducing automobile dependence and conservation of energy used for home heating and cooling by reducing per capita residential space.

3. A National and International Perspective

The Greater Toronto Area is not the only urban region that is addressing housing intensification. As a result of increasing demographic, social, economic and environmental pressures, many urban regions in Canada as well as in the United States, Australia and Western Europe have been debating the merits of housing intensification and have been, in the 1980s, initiating measures to attain a more compact urban form.

3.1. Canadian Urban Regions Facing Similar Challenges

This section provides some examples of initiatives on housing intensification in Canadian cities. As we shall see, initiatives in Ottawa, Montreal and Vancouver seem to have predominantly focused on conversion to apartments and infill housing.

Vancouver Increasing Housing Capacity

As part of an overall policy direction towards housing intensification, Vancouver has begun to explore ways to encourage housing intensification.[19]

The City of Vancouver initiated a program in 1989 to intensify existing housing stock. The program, *Housing Above Shops*, is similar to the *Main Streets Programs* underway in Metropolitan Toronto and the City of Toronto.[20] The goal of the *Housing Above Shops* is to increase densities along the main streets by allowing additions of housing units above shops where new housing will have minimal disruption to those neighbourhoods and where accessibility to public transit is high.

Another initiative in the City of Vancouver came out of a comprehensive review of the nature, role and future of industry in Vancouver. *Industry in Vancouver* (1989), a report written by its Planning Department, raised some significant implications of industrial change for housing redevelopment including: a growing surplus of land zoned for primary industry; an increasing mismatch between zoning regulations and the kinds of industry likely to remain or to be attracted there; and a gradual relocation of primary industry in suburban areas.

On the basis of these findings, in 1989, Vancouver initiated *New Communities in Industrial Areas*, a program of redevelopment.[21] The Planning Department has identified underutilized industrial areas throughout Vancouver available immediately for housing redevelopment. It also identified additional industrial areas that may be expected to decline and areas that must be kept for long-term industrial use. The progress of the program is currently under review.

City of Montreal Struggling to Attract Regional Growth

The City of Montreal has recently reviewed and revised its housing and land use policy (*Habiter Montreal*, 1989). The new policy contains a number of

measures aimed at reducing housing costs and increasing house choice in tenure, type and form. These initiatives include: measures for helping people to stay in their own neighborhoods (home sharing, renovations, infill housing); measures to support the growth of the housing stock (streamlining regulations); and measures to maintain the existing housing stock.

The average market price of a house in Montreal is beyond the reach of moderate income households. As a result many households began to look to the suburbs. The City of Montreal, through its *Homeownership and Assistance Program*, is seeking ways to remain competitive with the suburbs and to maintain an even share of population growth within the region. Through this program the City of Montreal aims to increase homeownership within the city and to make it more affordable. It also aims to stimulate the local construction industry.

Another program to help the city remain competitive with the suburbs is the *Acquisition, Renovation and Sales Program*. The program responds to both of the broad goals stated in *Habiter Montreal* by purchasing an average of 1,200 units of rental housing a year, renovating and then selling them. This large-scale initiative aims to renovate most of the 40,000 units located in postwar three-storey apartment buildings (known as walk-ups). The City of Montreal will purchase such apartment buildings in areas where there is a high proportion of tenants paying above 30 percent of their incomes on housing, where there is little social housing available, and where there are few vacant lots on which to build new housing. So far the City of Montreal authorized its Housing Department to purchase 2,500 units.

City of Ottawa Developing Housing Policy

As part of a comprehensive review of its Official Plan, in 1986-1987, the City of Ottawa undertook several background studies.[22] These included: an inventory of existing lands, housing profiles and densities, existing growth potential in the residential sector, existing commercial and industrial floor space, population projections, employment projections and income projections. This information was used to develop a profile of the existing housing stock, residential development potential and future housing demand. The research findings indicated a number of housing issues that will likely surface within the next five years, one of the most important being intensification.

The City of Ottawa then explored a number of alternative approaches to address housing intensification issues.[23] This process involved extensive public consultation through the release of discussion papers and public meetings. The new Official Plan of Ottawa is expected to contain clear policy directions and initiatives toward housing intensification.

These examples can be elaborated and strengthened with more examples.[24] It is clear, however, that municipal governments in Canadian

urban regions have embarked on measures to make better use of existing housing stocks through renovation, conversion, infill and redevelopment (for affordable housing and other reasons) as well as to encourage higher densities in new development.

3.2. Urban Regions around the World 'Reurbanizing'

This section reviews issues raised by intensification on a regional scale in urban regions around the world.

At the regional scale, the suburban sprawl that was experienced between the 1960s and 1980s in many urban regions is no longer looked upon as a viable alternative for regional urban growth.[25] Urban regions such as Stockholm, London, Paris, San Francisco, Denver, Melbourne and Sydney have been developing 'containment' policies toward regional urban growth. These policies aim to contain regional urban growth in a relatively dense ring or corridor system so as to make public transportation a viable alternative to automobile-based urban transportation. This overall policy trend in urban regions around the world has been labelled as 'reurbanization'.[26]

Comparative Densities

A comparison of the gross population density of Metropolitan Toronto with the densities of these urban regions will help to put the reurbanization issue in context. This comparison draws on a study by Newman and Kenworthy on automobile dependence in cities.[27] The authors state that the gross population density of Metropolitan Toronto in 1980 (53,970 hectares) was about 40 persons per hectare (it declined further to 35 persons per hectare in 1986). *The authors found that the gross population density of 30 to 40 persons per hectare is the lowest threshold for an economically and functionally viable public transportation system.*[28] Thus, Metropolitan Toronto's density just barely makes public transportation feasible. By contrast, the density in the City of Toronto in 1980 (13,500 hectares) was 57 persons per hectare.

When we compare these figures with Western European urban regions, Metropolitan Toronto appears to be a relatively low density urban area. For example, the Frankfurt metropolitan area, contained within just 11,695 hectares, has a density of 54 persons per hectare, while the Stockholm metropolitan area, contained within just 12,613 hectares, maintains a density of 51 persons per hectare. Even the Greater Paris Region with an enormous area of 209,392 hectares maintains a higher density than Metropolitan Toronto at 48 persons per hectare. By contrast, the density of the City of Paris is 106 persons per hectare covering 57,800 hectares (a comparable area with Metropolitan Toronto).

Metropolitan Toronto's density, however, compares more favorably with American and Australian urban regions. Its overall density is

considerably higher than the densities of San Francisco (16 pph), Chicago (18 pph), Melbourne (16 pph) and Sydney (18 pph).

Comparative Gasoline Consumption

When these density comparisons are enhanced by taking into account gasoline consumption levels, the consequences of sprawled urban growth become more clear. Newman and Kenworthy found that the average city in the United States uses nearly double per capita gasoline consumed in Australian cities, a little less than double the gasoline used in Toronto, four times more than in the average European city, and ten times the average of the three Asian cities (Tokyo, Singapore, and Hong Kong). The authors also demonstrated that these two findings (densities and gasoline consumption) were highly correlated as shown in Table 1.

TABLE 1
Density and Gasoline Consumption in World Urban Regions, 1980

City	per capita gasoline (MJ)	overall population density (pph)	overall job density (pph)	inner city population density (pph)	inner city job density (pph)	private car (passenger kms per capita)
U.S. Cities	**58,541**	**14**	**7**	**45**	**30**	**12,507**
San Francisco	55,365	16	8	59	48	13,200
Chicago	48,246	18	8	54	26	11,122
Australian Cities	**29,849**	**14**	**6**	**24**	**27**	**10,680**
Melbourne	29,104	16	6	29	40	10,128
Sydney	27,986	18	8	39	39	9,450
METRO TORONTO	34,813	40	20	57	38	9,850
European Cities	**13,280**	**54**	**31**	**91**	**79**	**5,595**
Frankfurt	16,093	54	43	63	74	6,810
Stockholm	15,574	51	34	58	62	6,570
Paris	14,091	48	22	106	60	4,199
Asian Cities	**5,493**	**160**	**71**	**464**	**296**	**1,799**

Source: Figures are compiled from Tables 3.1 and 3.4 in Peter W. G. Newman and Jeffrey R. Kenworthy, *Cities and Automobile Dependence: A Sourcebook*. (Aldershot: Gower International, 1989).

The outcomes of the containment policy remain to be seen. Historically, in Australian and American urban regions the dependence on the automobile as the predominant mode of transportation has been much more pronounced than their counterparts in Western Europe.[29] In Australian urban regions such as Sydney, Melbourne, and Brisbane and American urban regions such as Chicago and Los Angeles, the success of policies against sprawl will depend on curbing automobile dependence. However, particularly in American urban regions, the highly fragmented

nature of municipal government makes regional planning a difficult task. By contrast, recent regional planning exercises in Australia indicate initiatives towards containment and intensification on the part of state planning agencies, which are responsible for metropolitan planning. Similarly, Western European urban regions such as the Randstad, Stockholm, Paris and London closely follow policies against urban sprawl in regional planning exercises.

In short, containment and housing intensification are on the metropolitan planning agendas of a number of urban regions in other nations and indicate a policy shift towards controlling suburban sprawl – reurbanization. Today regional planning is more sensitive to the consequences of suburban sprawl and suburbanization than it was in the period between the 1960s and 1980s. By 1990, the reurbanization of urban regions has clearly become a regional planning policy; planning policy in major world urban regions is clearly set in the direction of more intensified use of existing land.[30]

4. Government Policy Directions Affecting the GTA

4.1. CMHC, FCM, CHRA and CHBA Cooperating

Authority for urban planning issues in Canada resides in the municipalities under the constitutional guidance of provinces. The federal government rarely embarks on national programs that *directly* relate to municipal planning. However, there are numerous *indirect* ways in which the federal government affects municipal government and planning in Canada: regional grant programs, transfer payments, taxation policies, and research programs are examples of such indirect influences of the federal government. The Canada Mortgage and Housing Corporation (CMHC), a federal agency, provides mortgage insurance, and conducts research and grants programs that affect Canadian municipal planning and housing.

CMHC recently embarked on a national program to encourage residential intensification in Canadian metropolitan areas. This program is called Affordability and Choice Today (ACT), indicating affordable housing as a field of priority. ACT is an initiative of three national groups: The Canada Homebuilders' Association (CHBA), the Canadian Housing and Renewal Association (CHRA), and the Federation of Canadian Municipalities (FCM). CMHC is providing financial support to this initiative.

ACT is designed to stimulate regulatory reform action in residential construction, particularly in residential intensification. The areas that ACT targets for regulatory reform action include: land development standards,

the land development approval process, and residential renovation. Although ACT is a new initiative, judging from its participants and reports published so far, it is a promising program to encourage housing intensification, which may indicate a more sustained effort in this direction from CMHC.

4.2. Ontario Active in the 1980s

The Province of Ontario has been exploring ways to address its sometimes acute housing problems and has sought an increasing role for municipal governments in housing in the 1980s. This section highlights those initiatives in the last decade that directly bear on intensification.

Studies Housing Intensification in 1983

In December 1981, the Ministry of Municipal Affairs and Housing initiated a study about making better use of the existing housing stock and related infrastructure. The Association of Municipalities of Ontario (AMO) agreed to co-sponsor the study with the Ministry. The study was released in 1983 and recommended that conversions and housing infill were serious alternatives for providing affordable housing in Ontario.[31]

The AMO response to the study, however, was cautious, reflecting the general public concern about intensification: 'neighborhood disruption.'[32] AMO gave only qualified support to the general policy direction toward housing intensification, while endorsing the idea that the Province should undertake a review of existing policies, programs and legislation regarding housing. AMO argued that housing intensification should be an issue only in some municipalities as opposed to having universal applicability. AMO also responded negatively to the recommendation of the study to change municipal bylaws to permit housing intensification, arguing that zoning and planning were exclusive jurisdictions of municipalities.

The Province followed this study with the *Add-A-Unit* Program, which, between 1983 and 1985, offered homeowners in four Ontario communities (Toronto, Ottawa, Hamilton and Thunder Bay) interest-free loans to add accessory units to their houses. The Province has folded the Program into the ongoing *Convert-to-Rent* Program, which currently provides interest-free loans of $7,000 per rental unit added to houses.

Between 1983 and 1990, the Province embarked on other programs to encourage conversions and housing infill in Ontario municipalities. These include:

- Program for Renewal Improvement Development and Economic Revitalization (PRIDE)
- Local Neighbours Grant Program
- Home Planning Advisory Service

- Home Sharing Program

In all these programs, consistent with the report published in 1983, the predominant focus of provincial programs was on conversions and infill. And there was a general concern expressed by municipalities about whether such programs could effectively address the affordable housing question, which had reached a crisis situation in 1987. Partly in response to such concerns and criticisms, the provincial government initiated a more comprehensive approach to the housing question.

Issues a Policy Statement for Housing in 1989

In 1989, the Province of Ontario, following a consultation process, issued a housing policy statement under the authority of the Ontario Planning Act (1983). The Planning Act provides legislative authority for the province to issue formal policy statements on matters of land use planning.

The Policy Statement describes how housing issues should be addressed by municipalities through such instruments as official plan policies, zoning provisions and the development approval process. The specific issues addressed by the Statement are:

- the supply of land for residential development;
- the land use planning approval process;
- the land use standards that regulate the range of housing types that can be provided; and
- the effective use of existing housing stock and redevelopment.

The main implementation requirements of the Policy Statement were the following:

- to ensure that at least a ten year supply of residential land is available;
- to incorporate servicing policies into the Official Plan in order to accommodate residential growth;
- to streamline the planning process;
- to designate land in the Official Plan which specifies residential densities and zoning to accommodate a range of housing types;
- to develop planning policies which ensure that at least 25 percent of new residential units are affordable (affordable housing is defined in

the Policy Statement as housing which would have a market price or rent that would be affordable to households of low and moderate income, which are defined as households within the lowest 60 percent of the income distribution for the housing region defined by Statistics Canada);

- o to identify opportunities for intensification including special provisions for boarding houses; and,

- o to set up a procedure to monitor the supply of land, housing types, affordability and development targets.

The Policy Statement requires that within five years of its issuance, municipalities are expected to reflect its intent in their planning documents and Official Plans. In regions facing the greatest growth pressure, Metropolitan Toronto, Durham, York, Peel, Halton, Hamilton-Wentworth, Ottawa-Carleton and Waterloo, and the cities of London and Windsor, municipalities were required to implement changes within one year of the issuance. The Statement requires that all municipalities, planning boards, provincial ministries, the Ontario Municipal Board (OMB), and other agencies 'have regard' for the Policy Statement when planning decisions are made. To 'have regard', however, does not mean that the guidelines are obligatory. Those who object can appeal to the OMB, and the government has not indicated any possible sanctions to enforce the implementation of the Policy Statement. As of December, 1990, none of the municipalities which was required to respond to the Policy Statement within one year has yet passed an Official Plan or amendment that complies with the Statement.

Establishes Coordinating Agencies for GTA

Ontario government initiatives to enhance its capacity to deal with regional urban growth in the GTA signal a commitment to manage the area more vigorously and more systematically than in the recent past. Two provincial initiatives, the Greater Toronto Coordinating Committee (GTCC) and the Office of the Greater Toronto Area (OGTA), although they do not intend to produce a formal plan for the area, initiated an exercise that is committed to counter the consequences of low density sprawl that has been experienced in the GTA. Thus, some form of intensification and higher density development is likely to become a provincial policy for the GTA.

IBI Urban Structure Concepts Study

Toward this end the GTCC commissioned a study to inquire into the potential benefits, requirements and risks of three urban structure concepts.

The study was completed by the IBI Group, and was publicly released in June 1990. Consistent with the provincial government policy of coordination and cooperation, the IBI study emphasized that it was not a planning study and that the aim was not to make any recommendations. The

study provided systematic information about the implications of various growth options to stimulate public discussion, from which it is hoped a consensus will emerge on how to manage regional urban growth.

The three scenarios that were considered by the study were called spread, nodal and central concepts; the population growth of the GTA was held constant under each scenario.

Spread

Spread is a status quo concept, representing a continuation of existing trends toward sprawl, characterized by substantial low density population growth in the surrounding regions of Metropolitan Toronto, with continuing concentration of office development in downtown Toronto and in various subcentres in Metropolitan Toronto and the four regions.

Central

Central is a concept in which substantial additional population growth and intensification (both housing and employment) occurs within central parts of the GTA (particularly in Metropolitan Toronto) along with further intensification of commercial growth, such that the rate of urban growth occurring beyond the existing urban boundaries would be significantly reduced.

Nodal

Finally, nodal is an intermediate concept in which the broad distribution of population and employment is more similar to that of the spread concept, but in which growth occurs primarily in and around existing communities in a compact form, resulting in a reduction in the rate of consumption of undeveloped land relative to the spread concept.

Density Assumptions

The Table 2 illustrates the density and growth assumptions of the IBI study.

TABLE 2

Density and Growth Assumptions for the GTA by 2011

1986		METRO	HALTON	PEEL	YORK	DURHAM
Area (000s acres)		152.0	45.4	74.1	64.8	49.2
Population 1986 (000s)		2,193	271	592	351	326
Employment (000s)		1,351	119	305	170	137
Gross Density (ppa)						
	Population	14.4	6.0	8.0	5.4	6.6
	Employment	8.9	2.6	4.1	2.6	2.7
2011						
SPREAD	Population	2,358	497	1,080	851	673
	Employment	1,686	245	593	457	280
	Additional Area	0	39.3	55.2	78.7	50.1
Probable Gross Density						
	Population	15.5	12.6	19.6	10.8	13.4
	Employment	11.1	6.2	10.7	5.8	5.6
CENTRAL	Population	3,310	362	794	517	455
	Employment	2,046	203	445	293	253
	Additional Area	0	16.3	24.2	25.3	21.6
Probable Gross Density						
	Population	21.8	22.2	32.8	20.4	21.1
	Employment	13.5	12.5	18.4	11.6	11.7
NODAL	Population	2,626	464	1,050	703	595
	Employment	1,750	240	601	383	288
	Additional Area	0	18.1	35.8	33.2	28.8
Probable Gross Density						
	Population	17.3	25.6	29.3	21.2	20.7
	Employment	11.5	13.3	16.8	11.5	10.0

Source: IBI Group. 1990. *Greater Toronto Area Urban Structure Concepts Study. Background Report* No.1. Figures are compiled and calculated from Exhibits 5, 9 and 11.

Implications

Some important conclusions resulted from the study which bear on housing intensification. First, although the study did not find a difference in terms of the capital infrastructure cost required for each urban structure concept ($79 billion by 2021), on social, environmental and economic considerations the central concept was found to have considerable benefits as an urban form. Among 42 criteria that measured these considerations, while 22 favored central, nodal and spread were tied on 6, and on 8 criteria there was no considerable difference among these scenarios (for details, see the Comparison Measures Table reproduced here in Appendix D).[33]

Furthermore, as emerges from the study, there is considerable redevelopment potential throughout the GTA, but particularly in Metropolitan Toronto. The study assumes that new residential development

will be accommodated on large, currently underutilized development sites. The study proposes that large sites with residential redevelopment potential exist for Metropolitan Toronto: some 2,000 acres in the City of Toronto and some 5,500 acres in Scarborough, North York and Etobicoke. From these figure one can conclude that housing intensification in Metropolitan Toronto does not necessarily mean the creation of uniform high-rise 'concrete jungles.' This conclusion is particularly important for addressing public and planning concerns that will be discussed in Section 5.

4.3. Municipal Innovations and Responses

Both in response to demographic, environmental and social pressures as well as provincial policies discussed above, municipal governments in the Greater Toronto Area have been engaged in housing intensification initiatives. At present, municipal governments in the GTA have been asked to respond to two initiatives of the Provincial Government: the IBI Study discussed above and the Provincial Policy Statement on Land Use Planning for Housing. Thus 1990 has been a very active year in the GTA in terms of regional as well as planning issues; 1991 may be even more eventful.

This section highlights initiatives of municipal governments in the GTA as well as the positions they have thus far developed in response to these provincial initiatives.

Metropolitan Toronto Active

Metropolitan Toronto has been in the forefront of initiatives that called for housing intensification in the GTA. As part of the Metroplan Review, the Municipality of Metropolitan Toronto Planning Department published a housing intensification policy statement in 1989.[34] The report concluded that given the relatively good public transportation and underutilized infrastructure found in Metropolitan Toronto, it could absorb a higher proportion of the regional population growth. Through its policy, Metropolitan Toronto is now committed to the goal of increasing its population by about 200,000 through housing intensification. This will mean a total Metro population of 2.4 million by 2001, and 2.5 million or more by 2011.

To this end, in February, 1990, the Metropolitan Toronto Economic Development and Planning Committee recommended the approval of a residential density guidelines study, which is currently being undertaken by consultants. One of the outcomes of this study will be a more detailed inventory of redevelopable sites in Metropolitan Toronto and their potential housing density capacities.

The report on housing intensification also requested the cooperation of area municipalities in the Metroplan Review Process. The housing intensification policy requested area municipalities to hold public open houses to gauge public interest and concern about the issue. It also asked for

the initiation of a bylaw review in each area municipality with a view to encouraging housing.

The area municipalities – the Cities of North York, Scarborough, York, and Etobicoke, and the Borough of East York – responded by retaining consultants to study options available to them for housing intensification. These studies are currently underway and are expected to be released in the early months of 1991. These municipalities also held open houses to inform their residents about their changing housing policies. Below is a discussion of policy developments in each of the area municipalities in Metropolitan Toronto with respect to housing intensification.

City of Toronto

The City of Toronto has been the most active among the area municipalities with respect to housing intensification. As early as 1982, the City of Toronto Council adopted policies to allow more intensive use of existing housing. Its Main Streets Program and concomitant design competition, which was recently completed, have done much to contribute to public awareness of housing intensification. Its redevelopment projects such as the St. Lawrence and the planned Ataritiri neighborhoods stand out as innovative intensification initiatives. For the City of Toronto, intensification clearly is an important policy field that will continue to occupy a central position for the development of its central area plan in 1991.

City of North York

The City of North York was one of the first area municipalities to confront the conversion issue. In 1985, planning staff presented the results of a lengthy examination of city-wide housing policies as part of an Official Plan review. The recommendations covered many controversial topics, including the reuse of redundant school sites and increases in permitted residential densities. At present the City of North York is developing a comprehensive housing policy that will amend the Official Plan with respect to housing intensification. This policy will be brought to the Council in 1991.

City of Scarborough

The City of Scarborough attempted to address the issue of housing intensification, particularly conversions and basement apartments, when its Building Committee voted in October 1987 to shutdown all illegally converted apartments. Although the zoning bylaws do not permit conversions in single family houses, there are many apartments in the city. Some reports put the number of residents in illegal apartments at 40,000, but this figure cannot be substantiated by any municipal information.

The Scarborough Council is currently taking a more active approach than in the past toward intensification, and Scarborough can be expected to join other area municipalities in addressing intensification despite public opposition to redevelopment and conversions.[35]

City of York

The City of York has recently embarked on a major review of the residential policies of its Official Plan. One of the main aspects of this review will be an examination of the intensification issue. The results of its studies are expected to be released in 1991.

City of Etobicoke

A recent study by the City of Etobicoke reported that the municipality was running out of vacant land for new subdivisions and that this would limit the development of new low-density housing in the city.[36] It also reported that the existing housing stock was predominantly oriented toward traditional families with children. The study concluded that given the aging population, decline of household size and increase in household types, the existing housing stock would be unable to meet housing demand in the next decade. At present, the City of Etobicoke is revising its Official Plan and its new housing policy, which will incorporate an intensification strategy.

Borough of East York

The Borough of York recently held an open house to announce the consultants it retained to study options for housing intensification in the borough. The consultants are expected to complete their studies in early 1991.

Other Regions in the GTA

The surrounding regions of Metropolitan Toronto are also under pressure to implement measures to facilitate housing intensification, particularly following the Provincial Policy Statement and the IBI Report. According to demographic projections, the population of the GTA will reach 5 million by 2011. While Metropolitan Toronto may attract a further 300,000 people, the rest of the growth is expected to occur in the surrounding regional municipalities of Durham, York, Peel and Halton. A summary of these projections is provided in Table 2.

So far, none of the regions has responded to either the Provincial Policy Statement or the IBI Study. Responses to these initiatives and pressures can be expected from the surrounding regions in early 1991.

Area Municipalities in Durham, Halton, York and Peel

Area municipalities in the regions surrounding Metropolitan Toronto are also under pressure for reasons similar to those mentioned above. But area municipalities experience even more intense pressure than the regions because of added pressure that was created by the Provincial Policy Statement. So far Oakville, Brampton and Oshawa have retained consultants to study options for housing intensification.

5. Constraints on Housing Intensification

An overview of economic, social and environmental trends and government policy responses on housing intensification provided in sections 3 and 4 may

give the impression that housing intensification is set on an inevitable course in the GTA. The reality is different. There are constraints that are impeding housing intensification in the GTA. The two most important of these constraints that are singled out for discussion are public opposition and the planning implications of housing intensification.

5.1. Public Continues to Oppose Housing Intensification

There has been much discussion of and media attention to the public opposition to various conversion, infill and redevelopment projects. What are the public perceptions of housing intensification? Are they justified?

This section highlights those concerns that mostly relate to redevelopment projects.[37] There are three main concerns that the public has expressed specifically about redevelopment projects in the GTA: those related to property values, neighbourhood disruption and crowding.

Fears about Declining Property Values

The public concern about property values largely relate to public housing projects. In Ontario, public housing projects historically have been associated with the most unfortunate image of low-quality and sub-standard housing; public housing is thus perceived by property owners to lower property values in their neighborhoods.

This concern of the public is largely a product of redevelopment projects that were completed in the postwar period until the early 1970s.[38] These redevelopments projects, often high-rise apartment buildings, were rarely compatible with their immediate low-rise neighbourhoods. When they were initially constructed in the late 1940s, they were considered to be a venture in social engineering. They attracted a large number of new tenants into a very small geographic area, threatened to disrupt the existing low-rise, and more importantly ownership-dominated, neighbourhoods. After 1975, partly in response to public opposition, the production of public housing through redevelopment markedly declined, leaving an important gap in the availability in affordable housing. This decline contributed to the housing crisis that was experienced in the 1980s.

To an extent public perceptions were founded; the quality of housing redevelopment particularly in the Toronto region left a legacy that constitutes a significant constraint on housing intensification through redevelopment.

But in the 1980s creative, innovative and well-designed redevelopment projects have been completed in Toronto, which should increase the public confidence in the ability of the municipal planning and design process to deliver quality redevelopment projects. A study completed for such a redevelopment project underway in the City of Toronto, Ataritiri Neighbourhood, documents these precedents.[39] These projects, for example, incorporate design principles that focus on a healthy mix of land uses, of

heights, of income levels and of tenures within a given redeveloped neighbourhood.

Public housing in Toronto is not what it used to be. It is apparent that there has been a marked improvement that can be built upon.

Fears about the Loss of Community

Many studies have shown that neighbourhood disruption remains as one of the main concerns of the public. The disappearance of community atmosphere is one of the most commonly expressed concerns about redevelopment. As mentioned above, the origins of much of this concern are the redevelopment projects of the postwar period until the 1970s, which showed little concern with compatibility of these projects with the immediate urban fabric. Since then, however, as discussed above, planning and design of redevelopment projects markedly improved to address these concerns.

However, what is more difficult to address is the loss of community values as perceived by many homeowners. Since the 1960s, Canadian society has changed quite remarkably; community values that were largely shaped by traditional family (which dominated the postwar neighborhoods) have changed. Today the modern Toronto metropolis contains communities that have formed with different values than those which dominated the postwar period. It is no longer dominated by the values of the traditional family and its associated values of neighborhood; households are much smaller and much more diversified than before and they express different values of community based on ethnicity, lifestyles, sexual and political orientations and so on.

Many concerns about the loss of community values, therefore, at bottom, relate to an understandable reaction to rapid social change.

Fears about Crowding

Clearly the images associated with redevelopment revolve around the high-density 'concrete jungles'. This is an area where both design professions and governments have a responsibility for public education programs to demonstrate the true nature and magnitude of redevelopment that is being considered. A deeply entrenched notion that denser neighborhoods result in the loss of community values, increased crime and lower neighborhood quality largely derives from association of higher density with slums. Since the 1890s, charities, planning professionals and government officials have often tried to demonstrate, in order to promote suburban development, that the slum conditions were caused by high density.[40]

There are two important points that must be made for the public. First, as discussed, housing intensification in Metropolitan Toronto can occur through the redevelopment of obsolete land uses and the

intensification of main streets. These types of intensification do not require extremely high densities.

Second, the vitality and livability of European cities in part derive from their densities. As we have seen above, the City of Paris, unquestionably one of the most attractive cities in Europe, has a density of 106 persons per hectare, which is about two times higher than the City of Toronto.

5.2. Planning Concerns about the Implications of Intensification

Another set of constraints for housing intensification in the GTA is the planning concerns about the implications of redevelopment. These implications include density and site requirements, zoning and Official Plan amendments, service provision and delivery, and urban design principles.

What Types of Density?

What types of densities are associated with intensification? How dramatic is the difference between existing densities and required densities? A detailed study of density requirements for intensified housing in the Greater Toronto Area has not yet been undertaken. An overall assessment for the GTA needs to go beyond the gross area densities that are typically employed in regional planning exercises such as the IBI Study. It is very difficult to gauge the density requirements to accommodate the expected population growth in the GTA without an overall assessment that is based on the possible densities on specific redevelopable sites in specific area municipalities.

As mentioned above, some municipalities have retained consultants to undertake analysis of density and site requirements. When these studies are completed, it will be necessary to take into account these specific redevelopable sites and integrate them into a regional 'plan'. Only then will we have a more accurate knowledge of the density and site requirements of the expected population growth and distribution in the GTA.

How to Coordinate Official Plans and Zoning Bylaws?

Zoning bylaws reflect desired forms of urban land development: zoning bylaws (incentives, disincentives, enabling clauses) depend on a knowledge of desired development. Once density and site requirements in the GTA are accurately known, zoning bylaws of area municipalities in the GTA need to accommodate these requirements. Further, Official Plans need to integrate changes in bylaws and amendments. As we have seen, currently many municipalities in the GTA are amending their Official Plans and changing their housing policies. The coordination of all these amendments and changes is crucial to encourage the construction industry to support housing intensification.

What Servicing Needs will Intensification Generate?

Housing intensification has important implications for both infrastructure requirements and social services required to accommodate the population growth in the GTA. The IBI Report has devoted a complete volume on

human service implications of growth in the GTA, but each municipality needs to study, along with housing intensification options, human service needs that housing intensification would generate.

How to Design New Communities?

During the 1980s a number of successful urban design principles emerged from redevelopment projects. Principles such as the mixture of incomes, densities, tenure and house types need to be more clearly articulated and widely debated within the GTA. There needs to be a way of monitoring emerging successes and working principles to take stock of lessons from experience.

6. Challenges of Housing Intensification

6.1. Municipalities Must Streamline Planning and Approval Process

There are challenges for government policy at all levels in the intensification of residential neighborhoods. This section raises questions specifically about the planning and approval processes for which municipal governments are responsible.

Planning and Approval Process

How can housing intensification measures be integrated into municipal bylaws? How can the planning process that is associated with redevelopment be streamlined?

How can it be ensured that housing intensification actually occurs? How can the approval process be streamline to accommodate anticipated population growth in the GTA? These will be the questions that municipalities must face – and answer – in the near future.

6.2. Housing Industry in Transition

Housing intensification means new challenges for the housing industry. But the industry has been going through a significant transition stage where it is being challenged to respond to changing housing demands and requirements. Housing intensification may open up new avenues for the housing industry.

Declining New Housing Demand

Housing intensification means a changing demand structure in the housing market. Traditional single-family housing demand can be expected to decline. A CMHC study has already demonstrated that demand for new housing has been declining in large urban areas in the 1980s.[41] The study concluded that ``[t]he surge in new housing demand that characterized the postwar period through the 1970s appears to be over.''[42] Instead, the growth sector of the 1980s and 1990s appears to be in renovation.

The general decline in new housing demand is associated with the increasingly segmented housing market where needs and desires for housing

are diverse (more couples intent on remaining childless, more mothers working full-time, a more diverse range of incomes).

Specifically affected by these changes is single-family housing demand. The CMHC study concluded that ``[t]he only certainty facing single-family homebuilders is that the total demand for their product will decline in the 1990s.''[43]

Homebuilders are increasingly challenged to provide suitable and affordable housing for single-parent families, childless couples, elderly singles and active seniors. Although conversion, infill and adaptive reuse may in order to promote suburban development the trend toward declining demand for new housing, redevelopment may generate new avenues for homebuilders to meet new housing demands. Redevelopment may open up many opportunities to homebuilders.

Scarce Skilled Labour

An adequate supply of skilled labour will likely be one of the most significant challenges faced by the housing industry. Owing to the labour-intensive nature of conversions and infill, any tightening in the overall labour supply is likely to affect this industry more than any others.

Building Process and Technology

Would housing intensification mean that new building processes and technologies must be used by the housing industry? As mentioned, the housing industry has been predominantly oriented toward single-family housing production during the postwar period, which is facing a decline. Redevelopment is likely to demand adjustments by the housing industry, including:

- redevelopment is likely to oblige the developers to assume increasing responsibilities for the planning and development of the community as a whole;[44]

- computer aided design technologies may become even more important for redevelopment because of the special needs and requirements of each site (e.g., integrating the redevelopment with the existing community fabric);[45] and,

- redevelopment is likely to incorporate some elements of the so-called 'intelligent building' (automated management of heating, conditioning and other electrical components) that demands more sophisticated wiring.[46]

Financing in Times of Restraint

The high interest rates of the last few years may have an inhibiting impact on redevelopment. The shift towards redevelopment in housing intensification not only implies larger-scale projects (compared with conversion and infill) but also more upfront and ongoing capital requirements to develop these

projects. Both imply a shift to larger-sized firms and capital financing.[47] The financing of redevelopment projects poses considerable challenges for the GTA. This is one area where active government involvement may be required, particularly in the context of an economic recession.

6.3. Planning and Design Professions Must be Innovative

What are the challenges for the planning and design professions (urban design, architecture) and for the educational institutions for the design professions? The planning and design professions must be more creative and innovative in addressing public concerns about housing intensification. The question is how to sustain densities that support public transportation and at the same time improve upon the vitality and livability of residential neighborhoods. Unless the design professions demonstrate that higher densities can increase the livability and vitality of residential neighbourhoods, the public will have no compelling reason to accept the intensification of residential neighborhoods. As compelling as the environmental, economic and social reasons for intensification, it must be demonstrated that the livability and vitality of urban neighbourhoods are not being sacrificed.

6.4. Nonprofit Sector Needs Support

The broadly based nonprofit sector has played a significant role in the production of housing in the 1980s in Metropolitan Toronto: it produced about 22 percent of the total housing production from 1984 to 1987. Generally speaking, the role of the nonprofit sector is not appreciated. The nonprofit sector needs the recognition and support of all levels of government, particularly municipal governments. This sector may play an important role in housing intensification through its flexibility in meeting diverse demands for housing.

6.5. Public Needs Convincing

The challenge of housing intensification for the public is to adjust to new requirements to enhance the livability of cities without endangering the environment. This will require changing our sense of urban density. Canadian cities in the last two or three decades have experienced suburbanization as the dominant mode of urban growth largely through single-family dwellings with very low densities. For reasons that have been discussed in this report, this form of urban development has serious deficiencies: automobile dependence and the high collective costs of this type of development force us to think of alternative ways of how we use the land. We have examples of cities that are livable at much higher densities than that to which we accustomed. European cities have, for example, maintained a sense of vitality and livability at densities that are substantially higher than our standards.

Conclusion

Housing intensification — *residential development of a site at a density that is substantially higher (high enough to support public transportation) than previously used, existed or designated for that kind of site.*— is an important policy area for the development of the Greater Toronto Area in the future. This policy direction has been supported by various levels of government and has significant implications for the kind of urban region Toronto is likely to become.

Although housing intensification has become a policy concern in the 1980s without a regional policy framework (in the GTA or elsewhere in Canada), in 1990 housing intensification now is being considered within such a framework. Housing intensification is closely associated with likely future of the GTA and faces considerable constraints and poses important challenges.

Among the most important of these challenges is to address the legacy of redevelopment in Toronto between the 1940s and 1970s. The intensification of residential neighborhoods in the GTA as a whole does not mean the creation of extremely high densities. On the contrary, combined with creative and innovative approaches — as in the Main Streets Program of the City of Toronto — housing intensification can help achieve economic, social and environmental objectives while claiming back some of the vitality and livability that have been lost due to decreasing densities and uniform development that dominated the Greater Toronto Area in the last few decades.

Notes

[1] Metropolitan Toronto. Planning Department, Policy Division, *Housing Intensification*, Policy Report no. 2 (1989).

[2] Ibid.

[3] Chrys Synyshyn, *Adaptive Reuse: A Literature Review*, Housing Conservation Unit, Ministry of Municipal Affairs and Housing (1985).

[4] See for a review of the literature until the early 1980s, David J. Hulchanski, *Making Better Use of the Existing Housing Stock: A Literature Review*. (Toronto: Ontario Ministry of Municipal Affairs and Housing, 1982).

[5] Reg Lang, *Energy and Density*, (Ottawa: CMHC, 1985).

[6] Toronto Home Builders' Association 1988. *Affordable Home Ownership Charrette*.

[7] Hulchanski, *Better Use of Housing Stock*, pp. 1-6.

[8] Ontario. Ministry of Treasury and Economics 1989. *Population Projections for Regional Municipalities, Counties and Districts of Ontario to 2011*; Ontario. Ministry of Community and Social Services 1989. *Looking Ahead: Trends and Implications in the Social Environment*.

[9] Ontario. Ministry of Treasury and Economics. *Population Projections for Regional Municipalities, Counties and Districts of Ontario to 2011* (1989).

[10] Metropolitan Toronto. Planning Department. *The GTA: Concepts for the Future* (1990).

[11] Ibid.

[12] For more details on these trends see Statistics Canada, *Canadian Social Trends*, unit 2 (1990).

[13] Metropolitan Toronto. Planning Department. *The GTA: Concepts for the Future* (1990), p. 12.

[14]. IBI Group. *Greater Toronto Area Urban Structure Concepts Study*. Background Report No. 6: Human Services (1990).

[15] Robert Paehlke, 'Possibilities for and Limitations on Environmental Protection Initiatives in the Changing Metropolis', Paper Presented in the *Changing Canadian Metropolis* Workshop, (Toronto, 1990).

[16] The Starr Group. Metro Main Streets: *Economic Feasibility Study. Final Report*. (September, 1990).

[17] Mary Jane Copps, `Economic Benefits Reaped from Infill', *Canadian Building*, (October, 1986); John Fennell, `New Markets Seen for Infill Development', *Canadian Building*, (October, 1985); Jim Adair, `Infill Markets Competitive', *Canadian Building*, (September, 1988).

[18] The IBI Study gives more detailed consideration to this issue in Background No. 7.

[19] For example, many area municipalities allow for density bonuses within their zoning bylaws. A density bonus usually allows for increased density in exchange for the provision of certain amenities or housing types (e.g., covered parking, open space, affordable housing, solar orientation). CMHC. ACT (Affordability and Choice Today): *Discussion Paper on Regulations Related to Housing Affordability, Choice, Quality and Innovation*. (Ottawa, 1989).

[20] See David Hulchanski, M. Eberle, M. Lytton, and K. Olds. *The Municipal Role in the Supply and Maintenance of Low Cost Housing: A Review of Canadian Initiatives*. (UBC Centre for Human Settlements. Vancouver: the University of British Columbia, 1990). A Planning Department report entitled *Vancouver's Housing Supply* noted that Vancouver's housing problems could be attributed , in part, to a shortage of housing capacity (land zoned for housing), p. 41.

[21] Hulchanski, *Municipal Role*, p. 45.

[22] CMHC, ACT *Discussion Paper*.

[23] CMHC, ACT *Discussion Paper*.

[24] For example, a recent study sponsored by CMHC and conducted by David Hulchanski and his colleagues at the Centre for Human Settlements (University of British Columbia), documents many innovative approaches developed by Canadian municipalities in conversion and infill. See David

Hulchanski, M. Eberle, M. Lytton, and K. Olds. *The Municipal Role in the Supply and Maintenance of Low Cost Housing: A Review of Canadian Initiatives*. (UBC Centre for Human Settlements. Vancouver: the University of British Columbia, 1990).

[25] Peter Self, *Metropolitan Planning: An International Perspective* (Australian National University, 1988).

[26] L.H. Klaassen, J.A. Bourdez and J. Volmuller, *Transport and Reurbanization* (London: Gower, 1981).

[27] Peter Newman and Jeffrey R. Kenworthy. 1989. 'Gasoline Consumption and Cities: A Comparison of U.S. Cities with a Global Survey'. *Journal of the Association of American Planners*. Volume 55, pp. 37. Newman, Peter W. G. and Jeffrey R. Kenworthy 1989. *Cities and Automobile Dependence: A Sourcebook*. Aldershot: Gower International.

[28] Newman and Kenworthy, *Cities and Automobile Dependence*, p. 129.

[29] Newman and Kenworthy, *Cities and Automobile Dependence*.

[30] For a more detailed discussion of reasons for the major policy shift see Canadian Urban Institute, *Managing Regional Urban Growth: Urban and Regional Policy and Planning Documents* (Toronto, 1990).

[31] Ontario. Ministry of Municipal Affairs and Housing 1983. Study of Residential Intensification and Rental Housing Conservation.

[32] AMO. 1983. *Response to the Study of Residential Intensification and Rental Housing Conservation*. 83- 10.

[33] IBI Group. *Greater Toronto Area Urban Structure Concepts Study*. Background Report No. 7, Comparison of Urban Structure Concepts, Exhibit 3.

[34] Metropolitan Toronto. Planning Department, Policy Division 1987. *Housing Intensification*, Report No. 4; 1989. *Housing Intensification*, Discussion Paper No. 1; 1989. *Housing Intensification*, Discussion Paper No. 2; 1989. *Housing Intensification*, Discussion Paper No. 3; 1989. *Housing Intensification*, Policy Report No. 2.

[35] Toronto Star, November 18, 1990.

[36] City of Etobicoke. 1988. *Potential Housing Supply and Residential Conversion. Housing Statement* Background Report, No. 3.

[37] See for a discussion of public concerns with respect to conversions Frank R. Lewinberg, *In Your Neighborhood*, (Toronto, 1984) and Ontario Ministry of Housing. *The Impact of Conversions on Neighbourhoods: Property Values and Perceptions (Toronto, 1987).*

[38]Susan McMillan, 'Forty Years of Social Housing in Toronto', *Canadian Social Trends*, pp. 56-62.

[39] Michael Spaziani and Steven Fong, *Ataratiri: Building and Block Study* (Toronto, 1990), pp. 27-110.

[40] James Lemon, *Toronto Since 1918* (Toronto, 1985), pp. 45-51.

[41] Clayton Research Associates. 1989. *The Housing Industry: Perspective and Prospective: The Changing Housing Industry in Canada, 1946-2001*. 6 volumes. (Ottawa: CMHC).

[42] Clayton Research Associates. *The Housing Industry*, p. 20.

[43] Clayton Research Associates. *The Housing Industry*, p. 33.

[44] Clayton Research Associates. *The Housing Industry*, p. 34.

[45] John Fennell, `An Industry in Transition', *Canadian Building*. (November, 1986).

[46] Fennell, `An Industry in Transition'.

[47] Clayton Research Associates. *The Housing Industry*, p. 37.

Appendix A: Terms of Reference for Charrette Teams

The Charrette will consist of three discussion groups. Two of these will focus on the redevelopment options (for purposes of residential intensification) of specific sites within the Greater Toronto Area. The third group will focus on the specific policy concerns surrounding the issue of intensification. This Appendix outlines the terms of reference for each Charrette team: policy, regional site and shopping plaza.

Policy Team

Purpose

The purpose of the policy group will be:

1. to evaluate the policy environment within which residential intensification is expected take place;

2. to explore the implications of this environment for the building industry and to consider the structural adjustments that will be needed for the building industry to address successfully the challenge of intensification; and

3. to propose specific revisions/amendments to existing policy or suggest new policy directions with a view to facilitating the general goal of intensification (while ensuring that policies can be appropriately coordinated so as not to obstruct that goal).

Scope of Discussion

For purposes of the Charrette the group is expected not to debate the pros and cons of residential intensification but rather to operate on the assumption that intensification is and will continue to be a relatively high-priority planning objective in the Greater Toronto Area for the foreseeable future. The intention is to build upon our current understanding of the demographic, economic, social and environmental challenges facing planners and developers in the Greater Toronto Area and the rationale these provide for residential intensification (as outlined in this report).

It is also not intended that the group spend undue time weighing the relative merits of alternative means for achieving residential intensification. It should, however, assess the physical opportunities for intensification inherent in the following:

Mainstreets
Strip commercial developments
Malls
Aging industrial areas
Shopping centers
Vacant lots

Landfill sites
High-rise apartment sites
Conversions

The group should also assess the constraining or enabling effects of existing policies and regulations on these types of intensification and their economic feasibility.

In pursuing its duties the group should address the following specific issues: *Issues to be addressed*

1. The special nature of the practices associated with residential intensification and the structural adjustments within the building industry that these activities imply for:

   a) Scale of operations
   b) Labour requirements (the need for more specialized skills)
   c) Construction technology
   d) Financing of the development process
   e) Building design concerns
   f) The architect/developer relationship (and the need for closer collaboration)
   g) The length of the development process

2. Special planning concerns associated with intensification:

   a) Neighborhood 'quality'
   b) Servicing growth
   c) Bylaw enforcement
   d) Mixed-use development goals
   e) Environmental quality

3. Concerns arising from the public

   a) Neighborhood disruption
   b) The provision of social services
   c) Public perceptions related to densification
   d) Accommodating the increasing diversity of household arrangements and housing needs

4. The particular constraints upon or benefits to the pursuit of residential intensification presented by existing policies and regulations at all levels of government.

Outcome

The Policy Group is expected to generate a set of recommendations regarding the sorts of strategies that should be adopted in meeting the challenges presented in the goal of residential intensification.

Large Site Team

Site: Greenwood Racetrack

Objective

Propose a redevelopment scheme at a density level that would support public transit (30 to 40 persons per hectare overall city densities).

Work Items

I. Examine the site for redevelopment potential, taking into consideration:

- o as-of-right densities and maximum density for redevelopment proposals
- o site amenities, form of existing buildings
- o land uses in adjacent areas
- o mix of housing types possible
- o development opportunities and constraints resulting from existing infrastructure
- o existing official plan designations for site and area zoning
- o access to community services, employment, recreation and open space

II. Explore design options such as:

- o choosing not to redevelop
- o incorporating existing buildings and amenities into redevelopment proposal
- o demolishing existing buildings and starting from scratch
- o extensive reconfiguration of the site and possible adjacent sites

III. Clarify:

- o municipal official plan, district plan, and zoning
- o infrastructure needs and implications (including both transportation and sewer capacity for example).

Mall Team

Sites:

1. Pickering Town Centre (Regional Mall)

2. Downsview Plaza (Neighborhood Plaza, Keele and Wilson)

Objective

Propose a redevelopment scheme for the two mall sites, one within Metro Toronto, and one in a suburban community. The redevelopment should provide for intensified residential land uses at a level that would support public transit (30 to 40 persons per hectare overall city densities).

Work Items

I. Examine the site for redevelopment potential, taking into consideration:

- o as-of-right densities and maximum density for redevelopment proposals
- o site amenities, form of existing buildings
- o land uses in adjacent areas
- o mix of housing types possible
- o development opportunities and constraints resulting from existing infrastructure
- o existing official plan designations for site and area zoning
- o access to community services, employment, recreation and open space

II. Explore design options such as:

- o choosing not to redevelop
- o incorporating existing buildings and amenities into redevelopment proposal
- o demolishing existing buildings and starting from scratch
- o extensive reconfiguration of the site and possible adjacent sites

III. Clarify:

- o municipal official plan, district plan, and zoning
- o infrastructure needs and implications (including both transportation and sewer capacity for example).

Greenwood Raceway

Site Description

The Greenwood Racetrack is located in the east end of the City of Toronto. The site is bounded on the north by Queen Street East, on the south by Lakeshore Boulevard, on the east by Woodbine Avenue, and on the west by Coxwell Avenue. Eastern Avenue bisects the north west corner of the site.

The Greenwood Racetrack site is approximately 94 acres. The site is currently classified as amusement grounds (being used as a racetrack facility) with the parking and warehouse facilities also on site.

The immediate neighborhood was developed in the 1920s. Queen Street separates two distinct parts of the area. North of Queen is primarily residential. The predominant land use south of Queen is the Greenwood race track.

The residential area to the north is comprised of single family houses, with the exception of the occasional apartment building. Retail stores and commercial businesses are located along portions of Queen Street.

Residential uses extend further north while to the south of the race track are located recreational uses such as the Ashbridge's Bay Yacht Club, the Summerville Swimming Pool, the Beaches boardwalk and general recreational site-seeing uses.

Residential streets in the area are generally patterned on a grid system with all local streets allowing two-way traffic, with the exception of Dixon Road and Orchard Park Boulevard.

There is regular public transit service on the main roads of the area. Streetcar services run along Queen Street and Kingston Road, connecting the area to the easterly and westerly districts of the City. Bus services on Coxwell and Woodbine Avenues extend to the north, connecting the area to the Bloor-Danforth subway system.

Site Statistics

1669 Queen Street East current land parcel description:

Use:Greenwood Racetrack (Amusement grounds, parking, warehouse)
Location on block: North
Lot area: 94 acres
Creation Date: 01/01/1970
Zoning: C1V1

Greenwood Racetrack current structural and parking data:

Storeys:
Above grade: 0
Below grade: 0
Number of buildings: 20
Ground floor area(m^2): 28, 613.8
Total floor area(m^2): 35, 823.3
Parking spaces:
Indoor: 0
Outdoor: 999

1245 Eastern Avenue current land use description:

Use: Parking for Greenwood Racetrack
Location on block: North
Lot area(m^2): 13, 475.6
Lot Width(m): 89.0
Lot Depth(m): 0.0
Creation date: 01/01/1970
Zoning: C2V2

1245 Eastern Avenue current structural and parking data:

Storeys:
Above grade: 0.0
Below grade: 0.0
Number of buildings: 0.0
Ground Floor Area(m2): 0.0
Total Floor Area(m2): 0.0
Parking spaces:
Indoor: 0.0
Outdoor: 579

Background

From 1793 to 1932 the essential character of the Beaches area of Toronto was being established as a residential neighborhood fronting on Lake Ontario with commercial ventures along Queen Street.

The general geographic location of the area has largely influenced its development. The area is bounded by the Ashbridge's Bay to the west, the Scarborough Bluffs to the east, Lake Ontario to the south and Kingston

Road to the north. In this respect it has developed its own unique character while remaining connected with the rest of the City of Toronto.

Lake Ontario was visually attractive to land owners and also served as access for boat travel, and supplied water. The area was far enough away from historic York (now Toronto) to make people feel they were away from the hectic pace of city life.

In the early part of its development, the first highway brought travellers through the area, but concentrated any growth of settlement along Kingston Road rather than in the Beach area.

1870 brought the arrival of street railways and steamboats which carried daily visitors to the areas recreational atmosphere. A resort community eventually developed and, of course more permanent settlement.

Residents always struggled to oppose any development that would rob the area of its essential character. The public park stretching along the waterfront is a distinctive feature of the area.

By the end of the 1900s, the area began to develop south of Kingston Road. The areas reputation as a recreational retreat grew as the area had become served by street car and steamer by the 1870s. A tramway had been constructed along the south side of Kingston Road.

Greenwood Racetrack, or Woodbine Park as it was then known, opened in 1875. It began in 1870 when Joseph Duggan bought 95 acres of land from the former owners. In 1879 a hotel was built on the east side of Kingston Road. A trotting and race track were subsequently laid out.

It has served largely the same function for 115 years from 1888, when it was leased as a race course to the Ontario Jockey Club. The Jockey Club bought the track in 1907.

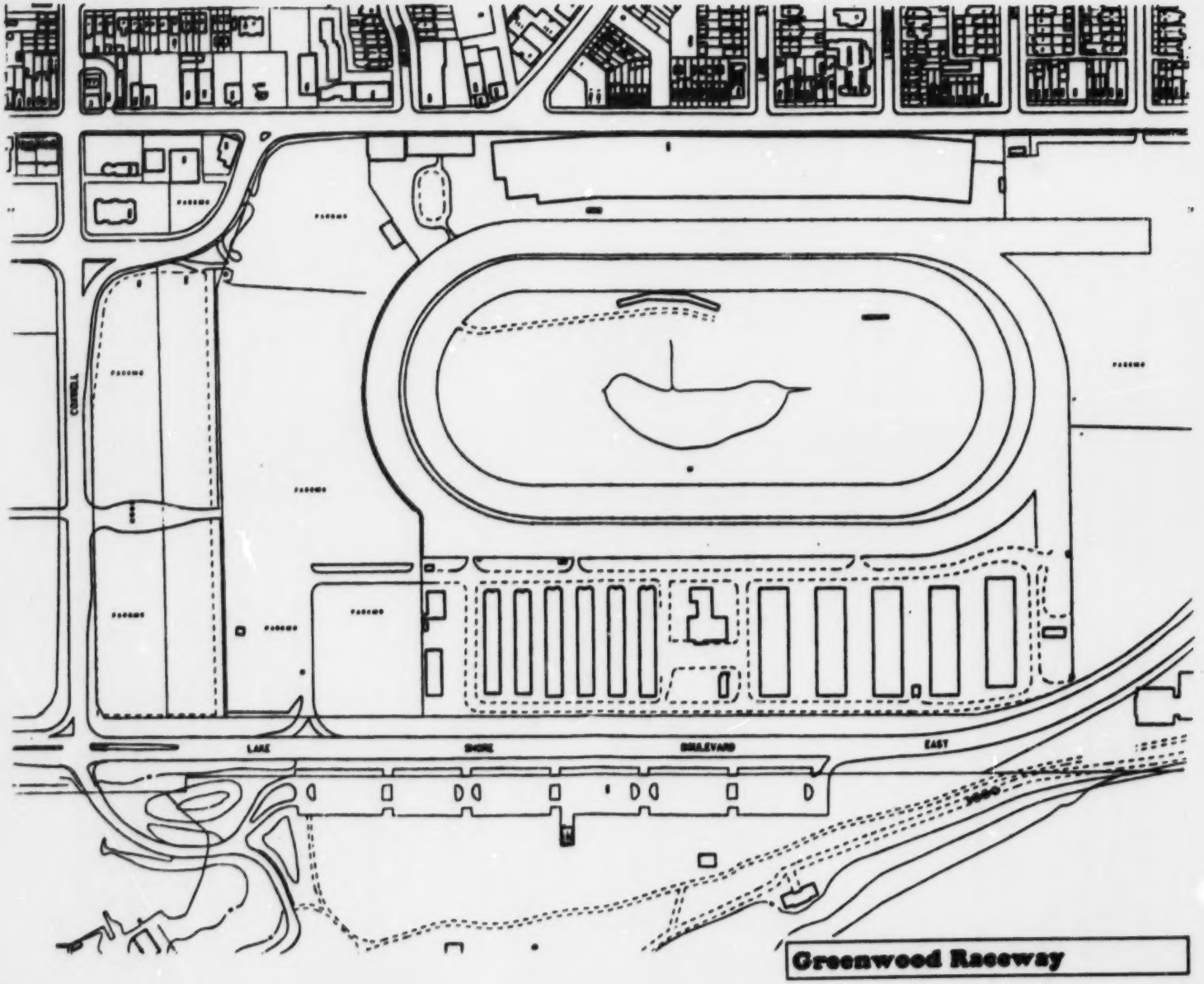
Over the course of its history, the Racetrack has hosted a variety of amusement events including Steeple Races, greyhound racing, bicycle racing, the Grand Trunk Railway Employees' Games, Polo Matches, horse auctions, and even a pigeon shoot. Not to mention Buffalo Bill's Wild West Show in 1885, with Chief Sitting Bull, Annie Oakley, and a herd of buffalo.

Events had to be postponed in the early days due to swampy, marshy grounds but eventually the south side of the track which bordered on Ashbridge's Bay was filled in, and Lakeshore Boulevard now runs over it.

The track was moved south to make more room for race patrons on the north.

In 1956, the Queen's Plate which had been historically hosted at the Woodbine Raceway site was moved near Malton (LB Pearson airport) the original track was known as Old Woodbine until 1963 when the name was changed to Greenwood to avoid confusion with the new track.

There have been few past initiatives to develop the site as the revenue generated for the province is quite substantial.



Greenwood Raceway

The site of this regional mall extends westward south from Kingston Road to Highway 401 and east from Liverpool Road (Regional Road 29) to Glenanna Road. The Pickering GO transit station is located on the south side of Highway 401, opposite the mall. The 53-acre site consists of the sprawling mall building, 5 other small service-related buildings and over 4000 parking spaces. It is a focal point for downtown Pickering.

Adjacent to the site are the following land uses: office commercial and retail and personal service commercial to the west; medium density residential and retail and personal service commercial to the north; and medium and high density residential as well as institutional, office commercial and light industrial to the east.

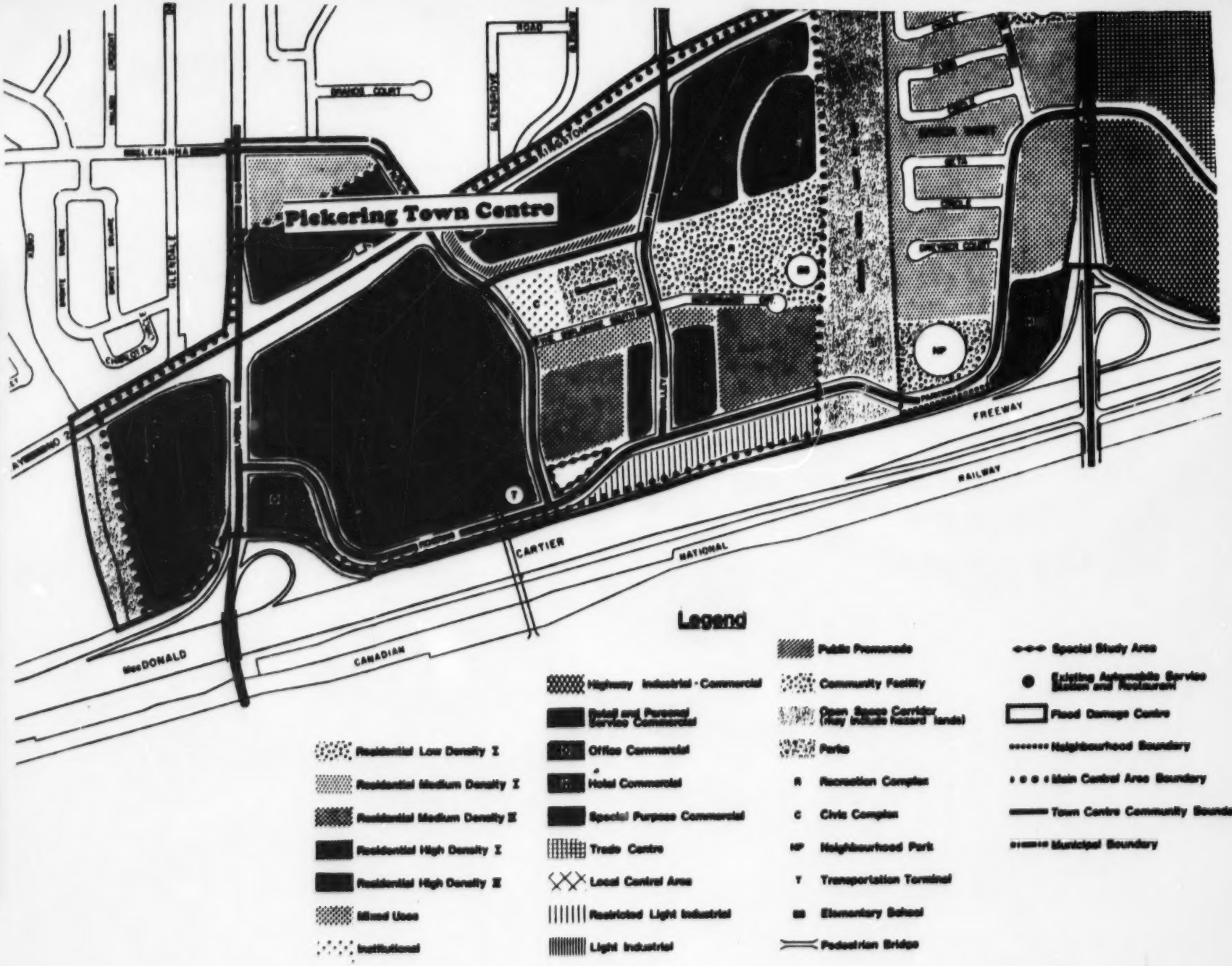
Background

The site is owned by JDS Investments Limited. The last major development on the site occurred in the mid-eighties when the Sears and a connecting mall were added.

The site falls within the Town of Pickering's Town Centre Community. With respect to residential development, the plan for the Town Centre community calls for mainly High Density II development, with some High Density I and Medium Density development to provide for a mix of housing types.

Site Statistics

- buildings: 6 (Mall plus 5 smaller ones)
- site area: 53 acres
- existing coverage: approx. 11.88 acres
- permissible coverage: 17.7 acres
- existing leasable land: approx. 63,9250 sq. ft.
- parking: approx. 4170 spaces
- number of storeys: 2 at one end, 1 at other
- land use designation: Retail and personal service commercial
- zoning: MCA-1


Pickering Town Centre
FREEWAY
RAILWAY
CANADIAN NATIONAL
MacDONALD CARTIER
Legend
Residential Low Density I
Residential Medium Density I
Residential Medium Density II
Residential High Density I
Residential High Density II
Mixed Uses
Institutional
Highway Industrial - Commercial
Retail and Personal Service Commercial
Office Commercial
Hotel Commercial
Special Purpose Commercial
Trade Centre
Local Central Area
Restricted Light Industrial
Light Industrial
Public Promenade
Community Facility
Open Space Corridor (May include hazard lands)
Parks
R Recreation Complex
C Civic Complex
NP Neighbourhood Park
T Transportation Terminal
ES Elementary School
Pedestrian Bridge
Special Study Area
Existing Automobile Service Station and Restaurant
Flood Damage Centre
Neighbourhood Boundary
Main Central Area Boundary
Town Centre Community Boundary
Municipal Boundary

Downsview Plaza, North York

The 8.3-acre site is located north of Highway 401 at the intersection of Keele Street and Wilson Avenue, on the north-east corner. The area is characterized by 1950s style strip development with few pedestrian amenities. To the north of the site are medium to high density residential land uses, to the east are institutional uses (high schools, cemetery), to the south and west are commercial development and low to high density residential uses.

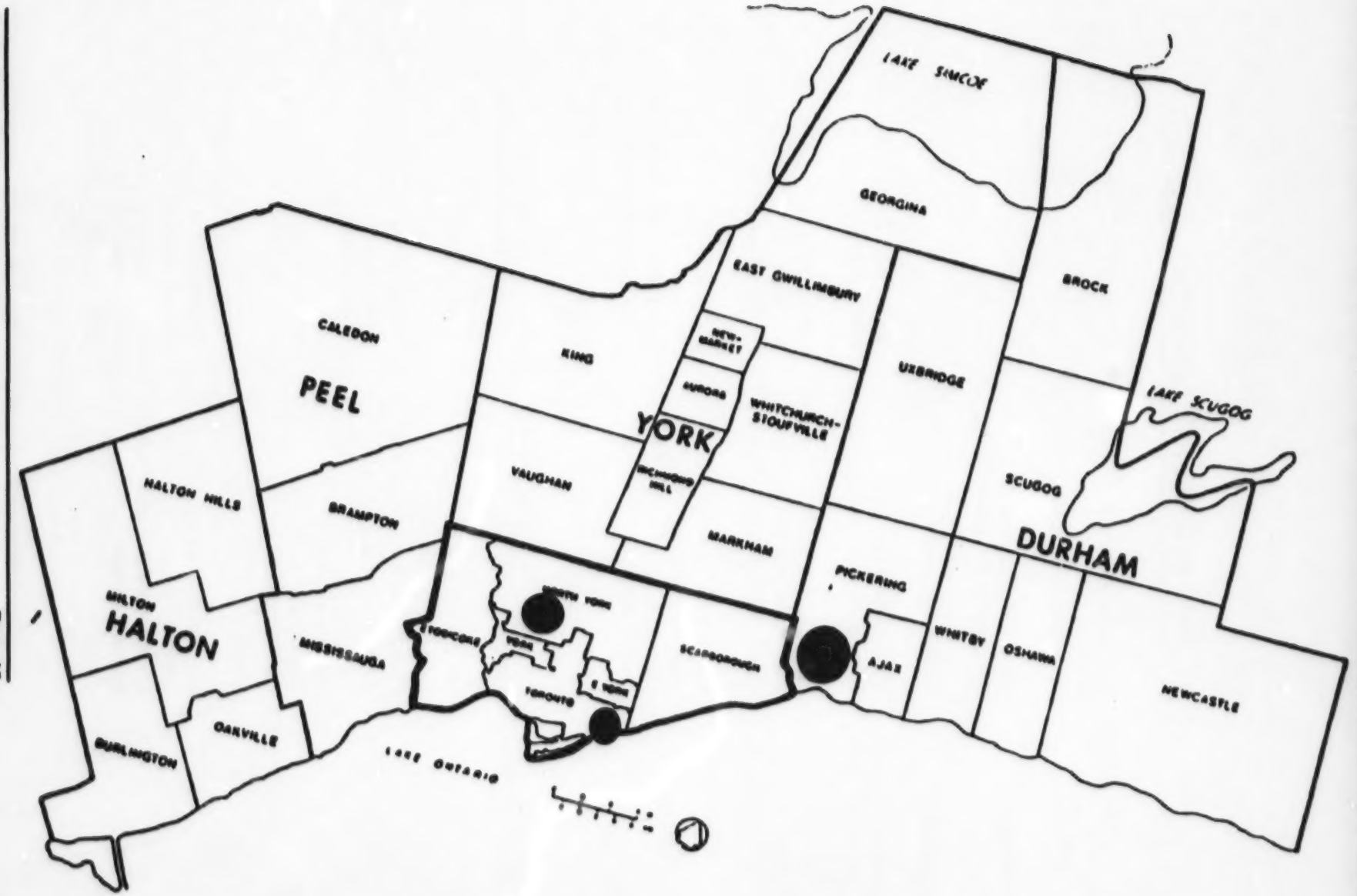
The strip of shops and services which make up the Downsview Plaza stretches the length of the site, with parking facilities located in front. The pedestrian walkway is not enclosed. An addition to the site, presumably made in the 80s, added a second story of offices to one mid-point section of the plaza. A gas station is at one end of the plaza, and a parkette borders the south-west corner.

A consultant's report released in September 1989 explored the development possibilities in the Keele-Wilson areas in light of the City of North York's sub-centres concept. Two major development constraints for the area were identified: limited traffic capacity and inadequate sewer capacity. The former results from limitations within the broader transportation network and means the area would be unable to support a significant increase in commercial development. The sewer system is strained due to the fact that the Metro's Black Creek sewer is operating at capacity. This problem could be rectified in 3 to 5 years. The consultant recommended that the City of North York put the secondary plan policies in place which would gradually lead to the creation of a sub-centre. The proposal called for medium density mixed commercial/residential development, with a maximum density of 2.5 fsi. Commercial density would be limited to 1.0 times the site area. The report also noted that the owner of the site had no apparent interest in redeveloping. The Planning Departments response to the report was to recommend that any additional density above 1.0 fsi or policies for a sub-centre would be premature until the transportation constraints were resolved.

Site Statistics

- buildings: 3
- site area: 8.3 acres
- existing GFA: approx. 103,000 sq.ft. (retail)
- as-of-right development: 180,000 sq. ft (retail) and 180,000 sq.ft. (office)
- parking area: 1.8 acres
- land use designation: commercial
- zoning: C2
- number of storeys: 1, with a small 2 storey portion (doctor's offices)

Downsview Plaza, North York


LAKE SIMCOE
GEORGINA
EAST GWILLIMBURY
BROCK
CALEDON
PEEL
KING
NEW-MARKET
AURORA
YORK
WHITCHURCH-STOUFFVILLE
UXBRIDGE
LAKE SCUGOG
SCUGOG
DURHAM
HALTON HILLS
BRAMPTON
VAUGHAN
RICHMOND HILL
MARKHAM
PICKERING
MILTON
HALTON
MISSISSAUGA
NORTH YORK
TORONTO
YORK
E. YORK
SCARBOROUGH
AJAX
WHITBY
OSHAWA
NEWCASTLE
BURLINGTON
OAKVILLE
LAKE ONTARIO

Appendix C: Charrette Participants

Policy Team

Team Leader

Mr. Frank Lewinberg
Principal
Berridge Lewinberg Greenberg

Team Facilitator

Mr. Bill Thorsteinson
Thorsteinson Douglas & Young

Team Assistant

Mr. Martin Luymes

Team Members

Ms. Pamela Blais
Berridge Lewinberg Greenberg

Mr. Brian Riddell
Assistant Deputy Minister
Ministry of Municipal Affairs

Ms. Anne Beaumont
Assistant Deputy Minister
Housing Policy
Ontario Ministry of Housing

Mr. Richard Soberman
Chairman
Department of Civil Engineering
University of Toronto

Mr. Rie Kidman
Executive Coordinator
Office of the Greater Toronto Area

Mr. James Lynch
Vice-President
Land Management
CMHC

Mr. Paul Bedford
Director
Community & Neighbourhood Planning Division
Planning & Development Department
City of Toronto

Mr. Barry Padolsky
Architect
Ottawa

Ms. Susan Zwickel
Director of Development
Daniels Group

Mr. Barry Lyon
President
N. Barry Lyon Consultants Ltd.

Mr. Jeffrey Patterson
Director of Research
Social Planning Council of Metropolitan Toronto

Mr. Mark Yakabuski
Policy Advisor
Strategic Planning and Intergovernmental Relations
Ontario Ministry of Community and Social Services

Mr. David Lewis Stein
Editorial Offices
Toronto Star

Mr. David Smith
Fraser & Beatty

Mr. Duncan MacDonald
Programs Coordinator
Ontario Federation of Labour

Mr. Glenn Harrington
Harrington & Hoyle

Ms. Monica Campbell
Supervisor of Environmental
Health Assessment & Research
Environmental Protection Office
Department of Public Health
City of Toronto

Large Site Team

Team Leader

Mr. Tom Schwartz
President
Intraurban Projects

Team Facilitator

Mr. Peter Oliphant
Oliphant + White

Team Assistant

Ms. Bushra Junaid

Team Members

Mr. Peter Gabor
Gabor + Popper Architects

Mr. Robert Allsopp
Partner
du Toit, Allsopp, Hillier
Urban Design and Planning Consultants

Mr. John Livey
Director, Plan Review Division
Metropolitan Toronto Planning Department

Mr. Orjan Carlson
Associate & Development Mgr.
Provident Management Inc./Sernas & Associates

Mr. Steven Hurst
Project Manager
Sernas & Associates

Mr. Peter Walker
President + Senior Principal
Walker Wright Young Associates Limited

Mr. Tony Chow
Building Commissioner
City of Etobicoke

Mr. Allan Leibel
Goodman & Goodman

Mr. Frank Milus
Milus Bollenberghe Topps Watchorn
Landscape Architects & Urban Design

Mr. Val Rynnimeri
Milus Bollenberghe Topps Watchorn

Dr. Jon Planck
Director of Environmental Science Division
Cumming Cockburn Limited

Mr. Frank W. Helyar
Helyar & Associates

Mr. George Pennie
Manager
Mortgage Department
Bank of Montreal

Mr. Ed Levy
BA Consultants

Mr. George Dark
Partner
Berridge Lewinberg Greenberg

Mr. Kent Wengler
Director of Research
Brethour Research

Ms. Ivana Benda
Bregman + Hamann Architects

Mr. Geoff Whittaker
Berridge Lewinberg Greenberg

Ms. Carol Jones
Senior Property Analyst
Bramalea Limited

Mr. Chris Burke
Senior Planner
Provincial Programs & Planning
Branch
Ministry of Municipal Affairs

Mr. Gunnar Heisler
The ECE Group

Mall Team

Team Leader

Mr. Les Klein
Partner
Quadrangle Architects Ltd.

Team Facilitator

Mr. Hugh Auld
Claymore Inc.

Team Assistant

Ms. Deborah Hierlihy

Team Members

Mr. John Gladki
Director
Policy & Strategic Planning
Division
City of Toronto

Mr. Werner Wichmann

Director, Engineering Section
Department of Public Works
City of Toronto

Ms. Sharyn Vincent
Senior Manager
Development Planning
Tridel

Mr. E. Y. Uzumeri
Building Commissioner
City of North York

Mr. George Popper
Partner
Gabor + Popper

Mr. Stuart Watson
Gabor + Popper Architects

Ms. Laura Starr
President
Starr Landscape Group Ltd.

Mr. Garry Stamm
President
Stamm Economic Research

Ms. Mary Flynn-Guglietti
Partner
Goodman and Carr

Mr. Harold Elston
Associate
Goodman and Carr

Deborah Watkins
Associate
Goodman and Carr

Mr. David Hardy
Hardy, Stevenson, & Associates

Mr. Bryan Bertie
GO Transit

Mr. Alan Hand
A. Hooker & Associates Ltd.

Mr. John Maher
Ontario Hydro

Mr. Roland Rom Colthoff
Associate
Quadrangle Architects

Mr. Dan Cusimano
Project Architect
Quadrangle Architects

Mr. Greg Latimer
Project Architect
Quadrangle Architects

Appendix D: IBI Comparison Measures Table

	CRITERIA	MEASURES	1. SPREAD	2. CENTRAL	3. NODAL
1. Urban Structure	1.1 Amenities and diversity	Low impact on existing community character	◐	◐	◐
		High range of community sizes	○	◐	●
		High range of community diversity	◔	◐	●
	1.2 Integration and efficiency	High utilization of existing infrastructure	◔	◔	◐
		High regional/local balance of people and jobs	○	●	◐
2. Economic Impacts	2.1 Economic growth opportunities	Low risk of land price increases due to government regulation	◕	◔	◐
		Low land development costs which contribute to economic efficiency	○	●	◐
	2.2 Impact on Agriculture	Low encroachment on agricultural land	○	◔	◐
	2.3 Impact on Natural Resources	Low impact on forest resources	○	◔	◐
		Low impact on mineral resources	◔	◔	◐
3. Transportation	3.1 Choice of modes and service levels	High transit accessibility and service level	○	●	◐
		High road accessibility and service level	●	○	◐
		High effectiveness of intercity connections	◕	◐	◐
		High population accessibility to rural areas	◕	◔	◐
	3.2 Transportation efficiency/costs	Low average trip times, distances and costs	○	●	◐
		High proportion of each Region's work trips remain in the Region	○	●	◐
		High transit efficiency and cost recovery	○	●	◐
		Reduced road traffic congestion growth	◐	◐	◐
		Reduced requirements for school busing	○	●	◐
		Better opp'y to provide handicapped transit	◐	●	◐
		Low transportation capital costs	◐	◐	◐
		Low transportation operating costs	○	●	◐
4. Hard Services	4.1 Trunk water and sanitary sewerage systems	Low water/sewer trunk costs	◐	◐	◐
	4.2 Solid waste management	Low costs for solid waste disposal systems	◐	◐	◐
	4.3 Land development and redevelopment	Low capital costs for land development and redevelopment re local services	○	●	◕
5. Greening/ Environment	5.1 Greening	High compatibility with regional greenlands concept	○	●	◐
		High available amount of passive open space (eg. river valleys and conservation areas)	●	○	◔
		High ease of disposal of contaminated soils	◕	○	◐
		High potential for cleanup of contaminated soil	◔	◕	◐
	5.2 Sustainable development	High potential for improving quality of stormwater drainage	◔	◕	◐
		Reduced atmospheric quality degradation (eg. low transportation emissions)	○	●	◐
		Low level of transportation energy consumption	○	●	◐
6. Human Services	6.1 Level of service, accessibility, efficiency and capital costs of human services	Effectiveness/efficiency of health services	◐	◕	◐
		Effectiveness/efficiency of education services	◔	◕	◐
		Effectiveness/efficiency of cultural and recreational services	◕	◐	◕
		Effectiveness/efficiency of social services	◔	◐	◕
		Effectiveness/efficiency of protection services	◔	◐	◕
7. Fiscal Impacts	7.1 Nature/extent of impacts on the adjacent hinterland	Low pressure for overspill development	○	◐	◐
		Low growth of GTA oriented road traffic	○	◔	◕
8. Overall Infrastructure Costs	8.1 Capital costs	Low overall transportation, hard services, greening/environment and human services capital costs	◐	◐	◐
	8.2 Operating Costs	Low operating costs	○	●	◐
		Human services operating cost implications	◔	◕	◕

LEGEND: Relative Rating Symbols

High Rating	●
Medium-High Rating	◕
Medium Rating	◐
Medium-Low Rating	◔
Low Rating	○

Bibliography

Adair, Jim. 'Infill markets Competitive', *Canadian Building*, (September, 1988).

AMO. 1983. *Response to the Study of Residential Intensification and Rental Housing Conservation*. 83- 10.

AMO. 1989. *Response to Draft Housing Policy Statement*. 89-3.

Canadian Urban Transit Association. 1990. *The Environmental Benefits of Urban Transit*. A Report of the Transit/Environment Task Force. Toronto.

City of Brampton. 1988. *Residential Secondary Plan Reformulation: Housing Intensification and Affordability*.

City of Etobicoke. 1988. *Potential Housing Supply and Residential Conversion. Housing Statement* Background Report, No. 3.

City of North York. 1987. *Report from the Mayor's Committee on Infill Housing*.

City of North York. 1989. *Infill Housing*. Report No. 2.

City of North York. 1989. *Problems, Prospects and Policy Options*.

City of North York. 1989. *The Dynamics of Change in the Residential Areas of the*

City of Scarborough. 1989. *Scarborough: Maturing Neighborhoods*. Berridge Lewinberg Greenberg, Clayton Research Associates, George Przybylowski.

City of Toronto. 1989. *Housing on Toronto's Main Streets* Proposals Report.

Clayton Research Associates. 1989. *The Housing Industry: Perspective and Prospective: The Changing Housing Industry in Canada, 1946-2001*. 6 volumes. Ottawa: CMHC.

CMHC. 1989. ACT (Affordability and Choice Today): *Discussion Paper on Regulations Related to Housing Affordability, Choice, Quality and Innovation*. Ottawa.

Collie, Michael and S. Hamnett 1988. 'Planning Australia', *The Planner*. December.

Copps, Mary Jane. `Economic Benefits Reaped from Infill', *Canadian Building*, (October, 1986).

Dillon Consulting Engineers and Planners. 1985. *Municipal Planning Guidelines for Housing Intensification*. Toronto.

Edmonston, Barry, M.A. Goldberg and J. Mercer 1985. 'Urban Form in Canada and the United States: An Examination of Urban Density Gradients', *Urban Studies*, 22:209-217.

Fennell, John. 'New markets seen for infill development', *Canadian Building*, (October, 1985).

Frisken, Frances 1990. 'Planning and Servicing the Greater Toronto Area: The Interplay of Provincial and Municipal Interests', Urban Studies Working Paper no. 12, York University.

Gottman, Jean. 1990. 'The Ethics of Living at High Densities', in *Since Megalopolis,* Baltimore: Johns Hopkins University Press.

Hulchanski, David J. 1982. *Making Better Use of the Existing Housing Stock: A Literature Review*. Toronto: Ontario Ministry of Municipal Affairs and Housing.

Hulchanski, David J., M. Eberle, M. Lytton, K. Olds. 1990. *The Municipal Role in the Supply and Maintenance of Low Cost Housing: A Review of Canadian Initiatives*. UBC Centre for Human Settlements. Vancouver: the University of British Columbia.

IBI Group 1990. Greater Toronto Urban Structure Concepts Study. *Background Report No. 1: Description of Urban Structure Concepts*.

IBI Group 1990. Greater Toronto Urban Structure Concepts Study. *Background Report No. 2: Minimal Growth Option*.

IBI Group 1990. Greater Toronto Urban Structure Concepts Study. *Summary Report* Prepared for The Greater Toronto Coordinating Committee.

Jones, Emyrs 1990. *Metropolis: The World's Great Cities* Oxford: Oxford University Press.

Krupat, Edward. 1985. *People in Cities: The Urban Environment and its Effects*, Cambridge: Cambridge University Press.

Lang, Reg. 1985. *Energy and Density*. Ottawa: Canada Mortgage and Housing Corporation.

Metropolitan Toronto. Planning Department, Policy Division 1986. *The Changing Metropolitan Economy*.

Metropolitan Toronto. Planning Department, Policy Division 1989. *Projections and their Policy Implications*.

Metropolitan Toronto. Planning Department, Policy Division 1987. *Housing Intensification*, Report No. 4.

Metropolitan Toronto. Planning Department. 1990. *The GTA: Concepts for the Future.*

Metropolitan Toronto. Planning Department, Policy Division 1989. *Housing Intensification*, Discussion Paper No. 1.

Metropolitan Toronto. Planning Department, Policy Division 1989. *Housing Intensification*, Discussion Paper No. 2.

Metropolitan Toronto. Planning Department, Policy Division 1989. *Housing Intensification*, Discussion Paper No. 3.

Metropolitan Toronto. Planning Department, Policy Division 1989. *Housing Intensification*, Policy Report No. 2.

Metropolitan Toronto. Planning Department 1988. Key Facts.

Metropolitan Toronto. Planning Department. 1989. The Race is On! Community Responses to Our Housing Challenge. Housing Intensification Resource Kit.

Newman, Peter W.G. and Jeffrey R. Kenworthy. 1987. 'Learning from the Best and the Worst: Thirty-Two International Cities with Implications for Gasoline Use and Emissions', Transportation Research Paper, Murdoch University.

Newman, Peter W.G. and Jeffrey R. Kenworthy. 1989. Gasoline Consumption and Cities: A Comparison of U.S. Cities with a Global Survey. Journal of the Association of American Planners. Volume 55, pp. 37.

Newman, Peter W. G. and Jeffrey R. Kenworthy 1989. *Cities and Automobile Dependence: A Sourcebook*. Aldershot: Gower International.

Ontario. Ministry of Community and Social Services 1989. Looking Ahead: Trends and Implications in the Social Environment.

Ontario. Ministry of Energy. 1984. The Energy Implications of Suburban Intensification.

Ontario. Ministry of Housing 1987. The Impact of Conversions on Neighbourhoods: Property Values and Perceptions.

Ontario. Ministry of Housing 1988. *How to Create and Accessory Apartment*.

Ontario. Ministry of Housing 1989. Affordable Housing: Design and Market Analysis of Affordable Housing Types in Ontario.

Ontario. Ministry of Housing. 1981. Public Attitudes and Perceptions of Housing in Ontario.

Ontario. Ministry of Housing. 1987. The Impact of Conversions on Neighbourhoods: Property Values and Perceptions.

Ontario. Ministry of Housing. 1988. Parking and Accessory Apartments: A Metro Toronto Case Study.

Ontario. Ministry of Municipal Affairs and Housing 1983. Study of Residential Intensification and Rental Housing Conservation.

Ontario. Ministry of Municipal Affairs. Office of Local Planning Policy. 1989. Residential Intensification: A Municipal Planning Guideline.

Ontario. Ministry of Treasury and Economics 1989. Population Projections for Regional Municipalities, Counties and Districts of Ontario to 2011.

Ontario. Policy Statement: Land Use Planning for Housing. A Statement of Ontario Government policy issued under the authority of Section 3 of the Planning Act 1983.

Paehlke, Robert. 1990. Possibilities for and Limitations on Environmental Protection Initiatives in the Changing Metropolis. Paper presented in The Changing Canadian Metropolis Workshop. Toronto.

Schlaepfer Associates. Architect and Planning Consultants. 1984. *Adapting Planning to Promote Housing* Transformation. Toronto.

Self, Peter 1988. *Metropolitan Planning: An International Perspective*. Urban Research Unit, Research School of Social Sciences, Australian National University, Working Paper No. 7.

Self, Peter 1982. *Planning the Urban Region: A Comparative Study of Policies and Organizations*. Alabama: the University of Alabama Press.

Stanbury, W.T., John D. Todd and David G. Banks. 1990. *The Housing Crisis: The Effects of Local Government Regulation*. Vancouver: The Laurier Institute.

Toronto Home Builders' Association 1988. *Affordable Home Ownership Charrette*.

Town of Oakville. Planning Department. 1986. *The Supply of Alternative* Housing Types.

Canadian Urban Institute

Publications Available in the *Urban Focus Series*

90-1 Managing Regional Urban Growth I: Annotated Bibliography
ISSN: 1183-2304 ISBN: 1-895446-00-7 70pp. $15

The literature on the growth of urban regions includes thousands of articles in many periodicals and books. This annotated bibliography includes some 300 selected publications on regional policies and their economic, social, and political implications. Urban regions in North America, Western Europe, and Australia are covered.

90-2 Managing Regional Urban Growth II: Review of Government Documents
ISSN: 1183-2304 ISBN: 1-895446-02-3 40pp. $10

The second part of the annotated bibliography covers government documents from 17 urban regions in North America, Western Europe, and Australia.

90-3 MRUG: Managing Regional Urban Growth
ISSN: 1183-2304 ISBN: 1-895446-04-X Two 3½-inch 1.44 MB disks (MS-DOS only) $50

This is a computerized database version of the annotated bibliographies on managing regional urban growth listed above (i.e., 90-1 and 90-2). The database is supplied with its own software to query and print documents in the database. The database will be updated annually at cost of $25 per year to continuing subscribers.

90-4 Aspects of Local Government in Japan
ISSN: 1183-2304 ISBN: 1-895446-06-6 51pp. $10

This report touches on many aspects of local government in Japan but focuses on waste management, regional planning, and transportation in Nagoya and Tokyo, the third-largest and largest urban regions. The report is based on examination of English-language documents and extensive consultation with Japanese officials.

90-5 Metropolitan Toronto and Metropolitan Istanbul: A Comparison
ISSN: 1183-2304 ISBN: 1-895446-08-2 25pp. $5

The Republic of Turkey initiated a significant local government reform in the 1980s. As part of this reform, metropolitan governments were created in Istanbul, Ankara, Izmir, and Adana based on the system in place in Toronto. This is a brief comparative study of the metropolitan governments of Istanbul and Toronto and the challenges that face them.

90-6 Housing Intensification: Policies, Constraints, and Options
ISSN: 1183-2304 ISBN: 1-895446-10-4 56pp. $10

Housing intensification—residential development of a site at a density that is substantially higher than previously existed or was designated for the site—became a major policy option in the 1980s in many Canadian urban regions, particularly in the Greater Toronto Area. This study provides an overview of government policies, constraints on, and options for housing intensification in the GTA and, briefly, in Canada and elsewhere.

90-7 Housing Two Million More in the Greater Toronto Area by 2021
ISSN: 1183-2304 ISBN: 1-895446-12-0 63pp. $15

The product of a charrette—an architectural term referring to a study or a project performed within the framework of a tight deadline—organized by the Canadian Urban Institute. The charrette explored aspects of how the six million people anticipated in the Greater Toronto Area in 2021 (the present population is four million) might be housed without causing further urban sprawl. It brought together some ninety architects, planners, academics, and policy makers over three days to address issues of housing intensification and to develop specific proposals for possible application in the Greater Toronto Area.

90-8 The Changing Canadian Metropolis: Social Policy Challenge
ISSN: 1183-2304 ISBN: 1-895446-14-7 30pp. $10

The summary of a colloquium organized by the Canadian Urban Institute that brought together a Canada-wide group of public-sector professionals and academics. The colloquium addressed questions about urban social issues ranging from major challenges in the delivery of social programs in the 1990s to methods of integrating social and economic issues in Canadian metropolitan areas.

90-9 Lessons From Other Places: Planning the Toronto Region
ISSN: 1183-2304 ISBN: 1-895446-16-3 117pp. $20

The proceedings of a symposium organized by the Canadian Urban Institute for the provincial government's Office of the Greater Toronto Area. It brought together academics, researchers, and policy-makers from Chicago, Frankfurt, Melbourne, Paris, the Randstad, and San Francisco to outline the challenges faced by their urban regions. Peter Hall delivered a keynote address that set an international context for dealing with the challenges of regional planning and management in the Greater Toronto Area.

90-10 Metro in Transition

ISSN: 1183-2304 ISBN: 1-895446-18-X 80pp. $15

Prepared for the Community Services Department, Metropolitan Toronto, this research paper examines current trends in demographics and public policy and their implications for social programs. It also examines the economic trends that will affect social policies, such as unemployment, growth in the service sector, and increasing competition within the world economy.

Canadian Urban Institute Working Papers

Working papers are available without charge when single copies are ordered. For multiple copies please enquire.

WP-1 The Greater Toronto Area: An Urban Region

The Greater Toronto Area (Metropolitan Toronto and the four surrounding regional municipalities of Durham, Halton, Peel, and York) is an urban region comprising 30 local and five regional municipalities. This paper briefly describes the geographic, governmental, demographic, and economic characteristics of this urban region and the challenges it faces.

WP-2 Urban Environmental Policy Options

Prepared for the Federation of Canadian Municipalities to assist with the preparation of an environmental policy statement.

WP-3 Activities Related to the Prevention of Climatic Change in Some Major Urban Areas of North America

This paper sets out the need for action and the consequences of inaction, and then describes what is happening (or not happening) to prevent and prepare for global warming in Chicago, Los Angeles, Montreal, New York, and Toronto.

Send orders to the Canadian Urban Institute, 2nd Floor, West Tower, City Hall, Toronto, Ontario M5H 2N1. Or fax (416) 392-4583. Please use the order form attached.